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2006 Trafficking in Persons Report

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TRAFFICKING IN PERSONS REPORT



JUNE 2006



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Dear Reader:

The movement to end trafficking in persons is more than a human rights objective; it is a matter of global security.

President Bush's National Security Strategy reaffirmed our belief that promoting democracy and human rights is the most effective long-term strategy for ensuring stability. Included in the Strategy's goals for ending tyranny, spreading freedom, and championing human dignity is our commitment to ending human trafficking: "Trafficking in persons is a form of modern-day slavery, and we strive for its total abolition. Future generations will not excuse those who turn a blind eye to it."



Human traffickers prey on the most vulnerable and turn a commercial profit at the expense of innocent lives. The State Department's efforts to end this evil trade exemplify transformational diplomacy. We work with international partners to secure the freedom of those who are exploited and call on governments to be effective and accountable in prosecuting those who exploit.

The movement to end trafficking in persons continues to gain momentum, thanks to Presidential leadership, Congressional commitment, and support from innumerable faith-based, community, human rights, and women's groups, as well as from individual citizens. Thank you for joining this abolitionist movement on behalf of the world's most vulnerable citizens.

Sincerely,

A handwritten signature in blue ink that reads "Condoleezza Rice".

Condoleezza Rice



समान शिक्षा
अधिकार-रक्षा
दुर्लभ नोट्स

बालवैश्यावृत्ति
के माथे पर

बाल मजदूरी
शिक्षा का प्र

Rescued children, once victims of bonded slave labor in India, stage a demonstration in New Delhi, demanding more educational opportunities to overcome the problem of child slavery.

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Holding money exchanged for sex, the child of a prostituted woman stands in the doorway of a brothel in Phnom Penh, Cambodia. Children who are raised in brothels are highly vulnerable to being forced into sexual exploitation.

VICTIM PROFILES

The victims' testimonies included in the report are meant to be representative only and do not include all forms of trafficking that occur. Any of these stories could unfortunately take place almost anywhere in the world. They are provided to illustrate the many forms of trafficking and the wide variety of places in which they take place. No country is immune. All names of victims that appear in this report are fictional, but unless otherwise noted, all stories are true. The photographs on this Report's cover and most uncaptioned photographs in the Report are not images of confirmed trafficking victims, but are provided to show the myriad forms of exploitation that help define trafficking and the variety of cultures in which trafficking victims can be found.

INTRODUCTION

Nepal/India: Reena was brought to India from Nepal by her maternal aunt, who forced the 12-year-old girl into a New Delhi brothel shortly after arrival. The brothel owner made her have sex with many clients each day. Reena could not leave because she did not speak Hindi and had no one to whom she could turn. She frequently saw police officers collect money from the brothel owners for every new girl brought in. The brothel owner coached Reena and all the girls to tell anyone who asked that they were 25 years old and had voluntarily joined the brothel. Reena escaped after two years and now devotes her life to helping other trafficking victims escape.

The 2006 Trafficking in Persons (TIP) Report: Its Purpose

The Department of State is required by law to submit a Report each year to the U.S. Congress on foreign governments' efforts to eliminate severe forms of trafficking in persons. This Report is the sixth annual TIP Report. It is intended to raise global awareness, to highlight the growing efforts of the international community to combat human trafficking, and to encourage foreign governments to take effective actions to counter all forms of trafficking in persons. The Report has increasingly focused the efforts of a growing community of nations on sharing information and partnering in new and important ways.

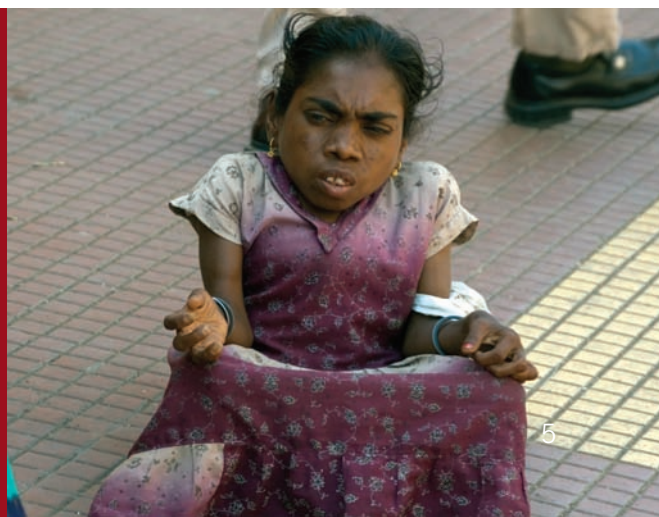
A country that fails to make significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking in

persons, per U.S. law, receives a "Tier 3" assessment in this Report. Such an assessment could trigger the withholding of non-humanitarian, non-trade-related assistance from the United States to that country.

In assessing foreign governments' efforts, the TIP Report highlights the "three P's"—prosecution, protection, and prevention. But a victim-centered approach to trafficking requires us equally to address the "three R's"—rescue, rehabilitation, and reintegration. The U.S. law that guides these efforts, the Trafficking Victims Protection Act (TVPA) of 2000, as amended, makes clear from the outset that the purpose of combating human trafficking is to ensure just and effective punishment of traffickers, to protect their victims, and to prevent trafficking from occurring.



Street children, as young as two years old, are trafficked into metropolitan centers throughout India, where they are forced to beg for money. Child begging is considered a form of human trafficking.





Western men are known to visit destinations in Southeast Asia, such as Pattaya, Thailand, that cater to the sex tourism industry. Many of these girls are underage and therefore incapable of providing meaningful consent to what these men do to them.



More than 150 years ago, the United States fought a devastating war that culminated in the elimination of slavery in this country. Although most nations have eliminated servitude as a state-sanctioned practice, a modern form of human slavery has emerged. It is a growing global threat to the lives and freedom of millions of men, women, and children. Today, only in the most brutal and repressive regimes, such as Burma and North Korea, is slavery still state sponsored. Instead, human trafficking often involves organized crime groups who make huge sums of money at the expense of trafficking victims and our societies.

Saudi Arabia: Serena arrived from the Philippines to work as a housemaid in Saudi Arabia. Upon her arrival, her employer confiscated her passport and, with his wife, began to beat and verbally abuse her. On one occasion, her female employer pushed her down the stairs; another time, her male employer choked her until she passed out. She was not allowed to leave the house. As her passport had been confiscated, she could not flee. Serena was so unhappy, she was driven to attempt suicide. Once at the hospital, she was able to escape from her captors. She has sought redress through the Saudi court system and is waiting for justice in a shelter.

Focusing on Slave Labor and Sexual Slavery

Every year we add to our knowledge of the trafficking phenomenon. In the 2004 Report,

we used U.S. Government data that disaggregated transnational trafficking in persons by age and gender for the first time. This data shows that, of the estimated 600,000 to 800,000 men, women, and children trafficked across international borders each year, approximately 80 percent are women and girls, and up to 50 percent are minors. The data also demonstrated that the majority of transnational victims were trafficked into commercial sexual exploitation. With a focus on transnational trafficking in persons, however, these numbers do not include millions of victims around the world who are trafficked within their own national borders.

The 2006 Report sheds new light on the alarming trafficking of people for purposes of slave labor, often in their own countries. This is a form of human trafficking that can be harder to identify and estimate than sex trafficking, yet it may be much greater in size when we count domestic trafficking. It does not necessarily involve the same criminal networks profiting from transnational trafficking for sexual exploitation. More often, individuals are guilty of, for example, enslaving one domestic servant or hundreds of unpaid, forced workers at a factory.

A wide range of estimates exists on the scope and magnitude of modern-day slavery, both internal and transnational. The International Labor Organization (ILO)—the United Nations (UN) agency charged with addressing labor standards, employment, and social protection issues—estimates there are 12.3 million people in forced labor, bonded labor, forced child labor, and sexual servitude at any given time; other estimates range from 4 million to 27 million.

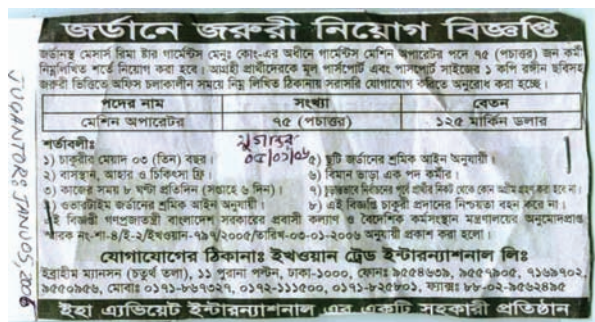
RACE TO THE BOTTOM: IN SEARCH OF EXPLOITABLE MIGRANT WORKERS

Economic globalization has encouraged an unprecedented mobilization of unskilled and low-skilled labor in response to demand in labor-deficit markets for construction, manufacturing, agriculture, and domestic work. Migrant workers from less developed South and East Asian countries fill relatively short-term labor contracts in more developed Asian, European, and Near Eastern countries at an ever increasing rate. The ILO estimates the population of migrant laborers to be 120 million. Saudi Arabia (7.5 million), the United Arab Emirates (2.3 million), Malaysia (2.3 million) and Kuwait (1.3 million) lead the markets in demand for foreign migrant workers. The Philippines (7 million), Indonesia (3 million), Bangladesh (3 million), and Sri Lanka (1.5 million) are the leading suppliers of these workers. There is nothing wrong *per se* with migrant labor in this era of globalization but as shown below, abuses can lead to modern-day slavery.

Structuring this mass movement of labor from supply to demand countries are contracts offered by recruiters representing labor agencies and employers; contracts between labor agencies and employers sanctioned by the state as “sponsors”; and overarching memoranda of understanding between source and demand governments. Contracts offered to workers by recruiters cover basic conditions of employment—including wages, hours, and duration—and cite the location and identity of the employer. The level of regulation and oversight of these contracts varies widely. Workers are prone to abuse and the risk of involuntary servitude when contracts are not honored or are replaced with new contracts containing less favorable terms after arrival in a destination country. Governments of source countries seek to prevent such exploitation by negotiating agreements with demand country governments. The Philippines government, with its strong Overseas Employment Agency, stands out as a leader in managed labor migration by protecting its overseas workers. Other labor source governments are less vigorous in protecting their workers abroad.

Demand country employers and their labor agents seek maximum efficiency from foreign contract laborers. When protections and regulations are insufficient to deter abuses, unscrupulous employers look for the most vulnerable groups of foreign workers to prey on and exploit. Some governments tacitly condone this predatory behavior. Clearly, a “race to the bottom” is underway in some key labor demand countries, as the least protected populations of workers are sought, including the Vietnamese, Bangladeshis, and Nepalese, while “troublesome” workers who demand rights and have their governments backing them up are increasingly shunned. Such selection is possible as long as universal standards against involuntary servitude are not enforced.

In bilateral agreements, source governments should require cases of involuntary servitude to be criminally prosecuted in demand country courts. These agreements should also: require the registration of contracts with all parties; hold labor agencies responsible for the welfare of the workers; and require insurance, funded by labor agencies, to protect workers in the event of unforeseen problems such as an employer's bankruptcy.



A contract labor agency in Bangladesh recently advertised work at a garment factory in Jordan. The ad promises a three-year contract, \$125 per month, eight hour workdays, six days of work a week, paid overtime, free accommodation, free medical care, free food, and no advance fees. Instead, upon arrival, workers (who were obliged to pay exorbitant advance fees) had passports confiscated, were confined in miserable conditions, and prevented from leaving the factory. Months passed without pay, food was inadequate, and sick workers were tortured. Because most workers had borrowed money, at inflated interest rates, to get the contracts, they were obliged, through debt, to stay.

The nationalities of trafficking victims are as diverse as the world's cultures. Some leave developing countries, seeking to improve their lives through low-skilled jobs in more prosperous countries. Others fall victim to forced or bonded labor in their own countries. Some families give children to related or unrelated adults who promise education and opportunity—but deliver the children into slavery for money.

Conventional approaches to dealing with forced or bonded labor usually focus on compliance, in line with international conventions (i.e., ILO Conventions 29, 39, 105 and 182). These approaches seek to have exploitative industries comply with the law simply by releasing victims or offering financial compensation.

Approaches to combating forced labor that rely on labor standards can be weak in punishing the employers responsible for this form of trafficking. Forced labor must be punished as a crime, through vigorous prosecutions. While most countries in the world have criminalized forced labor, they do little to prosecute offenders, in part due to the lack of awareness of forced labor issues among law enforcement officials. As well, female victims of forced or bonded labor, especially women and girls in domestic servitude, are often sexually abused.

Over the next year, the Department of State, as directed by Congress, intends to continue focusing more attention on forced labor and bonded labor, while maintaining our campaign against sex trafficking.

RECRUITMENT FEES AND DEBTS FOR MIGRANT WORKERS: PRECURSOR TO SERVITUDE

Many of the foreign contract workers found in conditions of involuntary servitude in labor "demand" countries are required to pay substantial fees before they are accepted for work. These fees are paid to either the labor recruiter in the source country or the labor company in the demand country or it is shared by both. The payments demanded of foreign workers are often in the range of \$4,000-\$11,000 and are described as a "job placement fee" or "employment fee."

These fees are usually illegal under source country laws and are banned by international covenant. There is no rational basis for requiring low-skilled workers to pay fees; recruitment agencies in source countries and labor agencies in demand countries are paid commissions by employers who have demanded the services of low-skilled foreign workers. By seeking to extract payments from workers themselves, labor companies are "double-dipping"—and imposing a heavy debt burden that contributes to bonded labor or involuntary servitude. Research on involuntary servitude among migrant contract workers finds a strong link between forced labor conditions and the heavy fees or debt imposed on workers by labor recruitment agencies in the source country.

Private employment agencies should not charge, directly or indirectly, any fees or costs to workers. This is a principle that is gaining increased acceptance and attention around the world, as some labor source countries criminalize the imposition of unreasonable costs on workers.

It is the responsibility of labor source country governments to adequately regulate labor recruitment agencies to ensure that laborers going abroad for contract work are not saddled with inappropriate costs that too often induce debt bondage later. Labor recruitment firms that engage in this highly exploitative practice should be punished criminally. Administrative sanctions such as fines and business closures are not sufficient to deter this crime. It is the responsibility of the receiving or "demand" country governments to proactively screen workers to ensure they are not victimized by debt bondage or forced labor; when identified, criminal investigations leading to potential prosecutions should be the response.



Street children use drugs to escape the pain of sexual exploitation, hunger, and violence. Children as young as seven and eight years are seen sniffing or snorting toxic substances, and using drugs such as marijuana and heroin.



As with the 2005 Report, this Report places several countries on Tier 3 primarily as a result of their failure to address trafficking for forced labor among foreign migrant workers.

A global effort to eliminate human trafficking is building momentum, as a result of the victim-centered TVPA, this annual Report, strong bipartisan U.S. leadership, increased attention from international organizations, devoted NGOs, and creative media focus. Nations are increasingly working together to close trafficking routes, prosecute and convict traffickers, and protect and reintegrate trafficking victims. We hope this year's Report inspires people to make even greater progress.

Niger/Mali: The parents of 12-year-old Malik were convinced by a Koranic teacher—one of a revered group in Niger—that he would take the young boy to Mali, for further education. But once Malik and other Nigerien boys arrived in Mali from Niger, they were denied schooling and were forced by the teacher to beg in the streets for long hours to earn money for him. Malik eventually escaped. Strangers helped him return to his village in Niger where his family received him joyously after hearing of his ordeal.

Labor Trafficking Through Legal Recruitment

This Report sheds greater light on a trafficking phenomenon seen increasingly in Asia and the Near East—servitude imposed on a large number of migrant laborers who

accept contracts in other countries for low-skilled work in construction, manufacturing, agriculture and as domestic workers. Unlike undocumented migrants who tend to be smuggled into a country illegally, these migrant workers are recruited legitimately in their home countries, usually in less developed countries, and travel to wealthier countries where low-cost foreign labor is in demand. After arrival, a portion of these migrant workers face unscrupulous labor agencies or employers who place them into a state of involuntary servitude. This can become forced labor or bonded labor, depending on the tools of coercion used to compel workers to enter into or continue in a state of servitude. A number of tactics are used by abusive labor agents or employers, including: changing the conditions of employment from those stipulated in contracts signed before the workers left their home country; confiscating and holding travel documents (passports, airline tickets, and alien resident identification cards); confinement; threatening physical force; and withholding wages.

The causes of this form of labor trafficking fall into two general categories: abuse of contracts and local laws that govern the recruitment and employment of migrant laborers; and the orchestrated placement of heavy costs and debts on these laborers in the source country or state, often with the complicity or even support of labor agencies and employers in the destination country or state. Some abuses of contracts and difficult conditions of employment do not in

themselves constitute involuntary servitude, although use or threat of physical force or restraint to compel a worker to enter into or continue labor or service is indicative of forced labor. Costs imposed on laborers for the “privilege” of working abroad are against international standards and place laborers in a situation highly vulnerable to debt bondage. However, these costs alone do not constitute debt bondage or involuntary servitude. When combined with exploitative practices employed by unscrupulous labor agents or employers in the destination country, these costs or debts, when excessive, become a form of debt bondage.

The Myth of Movement

A person may decide to travel to another location for a job, within his or her own country or abroad, and still subsequently fall into involuntary servitude. Some governments and law enforcement agencies mistakenly focus on the voluntary nature of a person's transnational movement, and fail to identify the more important element of compelled service or forced labor that can occur after someone moves for employment. Movement to the new location is incidental. The force, fraud or coercion exercised on that person to perform or remain in service to a “master” is the defining element of trafficking in modern usage. The person who is trapped in compelled service after initially voluntarily migrating, or taking a job willingly, is considered a trafficking victim.

The boy forced into a commercial fishing business on Lake Volta in Ghana is as much a victim of trafficking in persons as the Thai worker brought to the U.S. on a legal seasonal farm work visa and forced to work in

conditions not described in the original contract, with the threat of being deported without pay if he fails to comply with the “new rules.”

The Ukrainian woman who is lured to London through the fraudulent offer of a modeling job and then prostituted is as much a victim of trafficking in persons as the teenage Brazilian girl who is pushed into prostitution in a seaside resort town by her family. The forms of servitude and faces of those it victimizes are myriad.

The U.S. Government continues to learn about the scope and nature of human trafficking. In this Report, we have tried to point out areas where information is sparse and raise issues that merit further investigation. In some cases, lack of information or false information from undemocratic governments may have limited this Report. Given these qualifications, the 2006 TIP Report represents an updated, global look at the nature and scope of modern-day slavery, and the broad range of actions being taken by governments around the world to confront and eliminate it.

Uganda: Michael was 15 when he was kidnapped by the Lord's Resistance Army (LRA) to serve as a combatant in the Ugandan insurgent force. During his forced service in the LRA, he was made to kill a boy who had tried to escape. He also watched another boy being hacked to death because he did not alert the guards when his friend successfully escaped.

The Human and Social Costs of Trafficking

Victims of human trafficking pay a horrible price. Psychological and physical harm,



Billboards advertising brothels are rampant throughout Japan. Tolerance of the commercial sex industry has made Japan one of the world's top destinations for sex trafficking of foreign women.

THE PUBLIC HEALTH IMPACT OF SEX TRAFFICKING

Although victims of sex trafficking experience a grotesque range of health problems, the global public health impact of sex trafficking has not been quantified. Reviewing regional studies offers a sense of how physically and psychologically traumatizing sex trafficking is.

For example, a study of women and girls trafficked for prostitution in East Africa reported widespread rape, physical abuse, sexually transmitted infections (STIs), and HIV/AIDs.[1] An assessment in Nepal of trafficking in girls found that 38% of rescued victims suffered from HIV/AIDs, as well as STIs and tuberculosis (TB).[2] In a study of women trafficked to the European Union, health impacts included extreme violence that resulted in broken bones, loss of consciousness, and gang rape. Complications related to abortions, gastrointestinal problems, unhealthy weight loss, lice, suicidal depression, alcoholism, and drug addiction were also reported.[3] Another study of women trafficked to the European Union found that 95% of victims had been violently assaulted or coerced into a sexual act, and over 60% of victims reported fatigue, neurological symptoms, gastrointestinal problems, back pain, vaginal discharges, and gynecological infections.[4]

Less obvious health consequences of sex trafficking can include cervical cancer, caused by the human papillomavirus, which is more common among women who have sexual encounters with many men.

While there are few large health studies on trafficking victims, many well-designed studies on the health consequences of prostitution are useful in understanding the health impact of sex trafficking. For example, two studies from India found HIV rates were higher among prostituted girls than among



Seventeen and pregnant with triplets, this teenager is being prostituted on the streets of the Dominican Republic.

prostituted women (12.5% vs. 5.4% and 27.7% vs. 8.4%).[5]

Recommendations:

To better understand the range and interrelationship of health problems associated with sex trafficking, health problems can be grouped into six categories including:

1. Infectious diseases: HIV, STIs, and TB
2. Non-infectious diseases: malnutrition, dental health problems, and skin diseases
3. Reproductive health problems: forced abortions, high-risk pregnancies and deliveries
4. Substance abuse: alcohol, inhalants, intravenous drugs
5. Mental health problems: depression; Post Traumatic Stress Disorder; suicide
6. Violence: physical and sexual assaults; murder

Collecting data based on these categories of health will permit NGOs and government agencies to develop evidence-based interventions for prevention and care of victims as well as to focus resources according to the identified needs of the victims. On a larger scale, data will facilitate the development of treatment guidelines as well as public health recommendations to address sex trafficking. This approach requires leadership from public health professionals and the application of traditional public health methodologies and strategies.

¹ Pearson, E. "Study on Trafficking in Women in East Africa." GTZ. December 2003

² Bal Kumar KC, Subedi G, Gurung YB, Adhikari KP. "Nepal Trafficking in Girls With Special Reference to Prostitution: A Rapid Assessment." International Labor Organization. November 2001

³ Zimmerman, Cathy. *The Health Risks and Consequences of Trafficking in Women and Adolescents: Findings from a European study.* London School of Hygiene and Tropical Medicine. 2003. [http://www.lshtm.ac.uk/hpu/docs/trafficking final.pdf](http://www.lshtm.ac.uk/hpu/docs/trafficking%20final.pdf)

⁴ Zimmerman, Cathy. *Stolen Smiles: A Summery Report on the Physical and Psychological Consequences of Women and Adolescents Trafficked in Europe.* London School of Hygiene and Tropical Medicine. 2006

⁵ Sarkar K, Bal B, Mukherjee R, Saha MK, Chakraborty S, Niyogi SK, Bhattacharya SK. "Young age is a risk factor for HIV among female sex workers-An experience from India." *Journal of Infection*, 2005, (vol):1-5. and Sarkar K, Bal B, Mukherjee R, Niyogi SK, Saha MK, Bhattacharya SK. "Epidemiology of HIV Infection among Brothel-based Sex Workers in Kolkata, India." *Journal of Health, Population, and Nutrition*. 2005;23(3):231-235.

Human traffickers in China held these migrant workers captive in a brick kiln, forcing them to work up to 18 hours a day without pay on a sparse diet of cabbage boiled in salted water.



IDENTIFYING VICTIMS OF TRAFFICKING

The Trafficking Victims Protection Act (TVPA) and the United Nations *Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children* call on governments to take adequate steps to protect victims of trafficking. Such protection is only possible if there is adequate identification of the victims of trafficking. The 2005 Report emphasized the need to screen vulnerable groups of people in order to identify victims of trafficking. The assessments contained in this year's Report reveal that much work remains to be done.

Self-Identification: A Myth. Some governments continue to rely on a “complaint-based” system of identifying trafficking crimes and trafficking victims. Assuming that an individual victim of trafficking will report the crime to appropriate authorities or will identify his or her status as a trafficking victim at the first opportunity, these governments respond only to reported cases. This reactive approach to trafficking is not adequate and does not fulfill the TVPA's standard for victim protection.

The Reality. Few victims are willing to identify themselves upon initial contact with law enforcement authorities. They are fearful of real or imagined reprisals and are still undergoing trauma from the servitude experience. They cannot and should not be expected to immediately report objectively on the dimensions of their exploitation.

Proactive Screening: The Standard. Adequate victim protection requires proactive measures by governments to identify trafficking victims through careful and thorough interviews and counseling. Law enforcement authorities should be given training on how to identify indications of trafficking. Granting victims temporary shelter in a comfortable environment allows suspected victims of trafficking to receive counseling and to assess options, including their assistance with the prosecution of traffickers.

including disease and stunted growth, often have permanent effects. In many cases the exploitation of trafficking victims is progressive: a child trafficked into one form of labor may be further abused in another. It is a brutal reality of the modern-day slave trade that its victims are frequently bought and sold many times over—often sold initially by family members.

Victims forced into sex slavery are often subdued with drugs and subjected to extreme violence. Victims trafficked for sexual exploitation face physical and emotional damage from violent sexual activity, forced substance abuse, exposure to sexually

transmitted diseases including HIV/AIDS, food deprivation, and psychological torture. Some victims suffer permanent damage to their reproductive organs. Many victims die as a result of being trafficked. When the victim is trafficked to a location where he or she cannot speak or understand the language, this compounds the psychological damage caused by isolation and domination by traffickers.

Azerbaijan/UAE: After her father died when she was 9, Nayla was given to an orphanage. But her mother took her from the orphanage and sold her to

traffickers who brought her to Dubai. She was prostituted in clubs in Dubai until she was 13 years old. After the Dubai police discovered her illegal status, Nayla was deported back to Azerbaijan. Once she returned to Azerbaijan, she was prostituted for three more years before becoming pregnant. She contracted AIDS either in Dubai or in Baku and gave birth to an HIV-positive baby last year.

The Human Rights Dimension.

Fundamentally, trafficking in persons violates universal human rights to life, liberty, and freedom. Trafficking of children violates the inherent right of a child to grow up in a protective environment and the right to be free from all forms of abuse and exploitation.

Promoting Social Breakdown. The loss of family and community support networks makes trafficking victims vulnerable to traffickers' demands and threats, and contributes in several ways to the breakdown of social structures. Trafficking tears children from their parents and extended family. The profits from trafficking often allow the practice to take root in a particular community, which is then repeatedly exploited as a ready source of victims.

The danger of becoming a trafficking victim can lead vulnerable groups such as children and young women to go into hiding, with adverse effects on their schooling or family structure. The loss of education reduces victims' future economic opportunities and

increases their vulnerability to being re-trafficked in the future. Victims who are able to return to their communities often find themselves stigmatized or ostracized. Recovery from the trauma, if it ever occurs, can take a lifetime.

Fueling Organized Crime. The profits from human trafficking fuel other criminal activities. According to the U.S. Federal Bureau of Investigation, human trafficking generates an estimated \$9.5 billion in annual revenue. It is closely connected with money laundering, drug trafficking, document forgery, and human smuggling. Where organized crime flourishes, governments and the rule of law are undermined and weakened.

Depriving Countries of Human Capital and Inhibiting Development. Trafficking has a disastrous impact on labor markets, contributing to an irretrievable loss of human potential. Some effects of trafficking include depressed wages, diminished workforce productivity, loss of remittances, and an undereducated generation. These effects lead to the loss of future productivity and earning power. Forcing children to work, and denying them access to education, reinforces the cycle of poverty and illiteracy that represses national development. When forced or bonded labor involves a significant part of a country's population, this form of trafficking retards the country's advancement, because generation after generation of victims remain mired in poverty.



These children were trafficked to Lake Volta, Ghana, and forced to dive into dangerous, bacteria-filled waters to disentangle fishing nets. Some of the boys die as a result of asphyxiation. The rescued children suffered from illnesses such as parasitic worms, malaria, gastrointestinal infections, and chronic eye, stomach, and head ailments.





Organized Crime and Sex Trafficking: A foreign trafficking victim in Japan is forced from a commercial sex establishment and into a taxi, illustrating the violence of the Yakuza-controlled sex trade.

Public Health Costs. Victims of trafficking often endure brutal conditions that result in physical, sexual, and psychological trauma. Sexually transmitted viruses and infections, pelvic inflammatory disease, and HIV/AIDS are often the result of being used in prostitution. Anxiety, insomnia, depression, and post-traumatic stress disorder are common psychological manifestations among trafficked victims. Unsanitary and crowded living conditions, coupled with poor nutrition, foster a host of adverse health conditions such as scabies, tuberculosis, and other communicable diseases. The most egregious abuses are often borne by children, who are more easily controlled and forced into domestic service, armed conflict, and other hazardous forms of work.

Erosion of Government Authority. Many governments struggle to exercise full law enforcement authority over their national territory, particularly where corruption is prevalent. Armed conflicts, natural disasters, and political or ethnic struggles can create large populations of internally displaced persons, who are vulnerable to trafficking. Human trafficking operations further undermine government efforts to exert authority, threatening the security of vulnerable populations. Many governments are unable to protect women and children kidnapped from their homes and schools or from refugee camps. Moreover, bribes paid to law enforcement, immigration officials, and members of the judiciary impede a government's ability to battle corruption.

Romania: Maria, age 16, was tricked into traveling to Bucharest to find a job by a childhood friend. Unbeknownst to Maria, the friend had advertised in a Romanian port city that there was a "girl for sale." Maria was sold to a man who used her as a prostitute, along with an 11-year-old girl. For four months, she was forced to work as a street prostitute under the threat of beatings. She was fined, arrested, and interrogated numerous times by the police; however, her "protector" bribed the police to release her, thus forcing her to prostitute again.

The Methods of Traffickers

Slave traders prey on the vulnerable. Their targets are often children and young women, and their ploys are creative and ruthless, designed to trick, coerce, and win the confidence of potential victims. Very often these ruses involve promises of marriage, employment, educational opportunities, or a better life. The following fictitious scenarios are based on true trafficking cases and represent common circumstances in which trafficking occurs:

In one of Madagascar's tourist destinations, a 15 year-old girl's parents push her to engage in prostitution with older male tourists as a source of income for her family, while also hoping that she will find marriage, education, or a job abroad. Local people observe her frequenting tourist "hot spots," wearing tight clothes and eating and drinking with foreign men late into

the night. Based on a tip from a hotelier, local officials apprehended one particular tourist on suspicion of victimizing this girl for purposes of child sex tourism. The man, however, pays her family a small sum of money to remain silent and not pursue charges.

In Burma's northern Shan State, a young woman travels to China's Yunnan province in search of work and to escape miserable economic conditions caused by decades of military misrule. Upon arriving in a Chinese border town, she is offered work at a local bar and restaurant. The owner recognizes that she is an undocumented alien in China, however, and confines her to a small hotel where she is prostituted for commercial sex

with male Chinese tourists and traders.

In Afghanistan, a girl is promised to a man in a neighboring village to settle an age-old dispute between their families. Although young, she is taken out of school to marry a man she has never met. When she arrives, she is forced to cook, clean, and serve her husband's entire family for 18-20 hours per day. If she does something wrong, she is beaten and her new "family" threatens to kill her if she ever tries to leave. One day, her husband decides to marry someone new, so he sells his first wife to another man who also forces her to serve him and his family's needs.

CASTE AND SLAVERY IN SOUTH ASIA

Raman was born at the same brick kiln site where his father and grandfather had worked their entire lives to pay off a debt incurred by his grandfather. For 15 years, Raman and his family earned three rupees (2 cents) per 80 kilogram bag of bricks to pay off the \$450 advanced by the brick kiln manager. They were beaten with sticks and hit by the owner if they were not working hard enough or producing enough bricks. They could not leave, because the brick kiln owner threatened to hunt them down and beat them or bribe the police into arresting them. Sadly, Raman's story is not unusual for millions of low-caste laborers believed to be trapped in debt bondage in South Asia.

Bonded labor is a form of trafficking in which victims take loans from unscrupulous individuals—often as little as \$16—and are coerced into repaying these debts by working in the factories, brick kilns, and rice mills owned by their lenders. Many of these men, women, and children never finish paying their loans, however, since bogus interest fees and living costs imposed by the owners keep increasing the debt. Often, entire families work for 14-16 hours per day, and the debt passes to the next generation until paid. Physical abuse is common, and some female bonded laborers are sexually assaulted by their owners. Children are generally not permitted to attend school, and some endure injuries as a result of the work.

The caste system is a social hierarchy that has endured in South Asian culture for centuries. Greatly limiting its members' economic options and opportunities for advancement, the caste system rigidly keeps most of its members confined in menial jobs; it also predisposes millions to slavery through bonded labor.

According to a 2005 ILO report, the overwhelming majority of bonded laborers in India are from the lower castes. They are found in large numbers in labor-intensive industries throughout India—rice mills, brick kilns, stone quarries, and the textile loom industry. Social discrimination contributes to their low wages, and members of these castes must often borrow money to meet their daily needs—feeding a vicious cycle of generational exploitation. Generations of families are consumed in this caste-based slavery, crippling the development of South Asian communities.



For the impoverished, lower castes, the opportunity of education offers at-risk children a way out of future enslavement as bonded laborers.

In the Netherlands, an 18-year-old Nigerian girl arrives from her home in Edo State to earn money so that she can send home money to help her family. She is introduced to her “auntie” who assumes tight control over the girl and forces her into street prostitution. Police arrest her since she has no legal residency documents. They hold her in a detention center. She is offered the opportunity to “denounce” her auntie as a trafficker but she declines, fearing possible retribution from the auntie's friends in Nigeria. She is deported back to Edo State where she faces shame for returning penniless.

Nigeria/Italy: Gloria was promised work in Rome in a fabric factory. Before leaving her native Nigeria, she underwent a voodoo ritual purportedly to oversee her safety in Italy and ensure her loyalty to her sponsor or "Madam." Upon arrival in Rome, Gloria was beaten by her Madam, who told her she would have to repay a huge trafficking debt through an estimated 4,000 acts of prostitution. Gloria received more beatings when she refused Madam's demands. She eventually acquiesced though she was then beaten for not earning enough money. When she became pregnant, Gloria was forced to have an abortion. She eventually found the courage to overcome the threats of voodoo reprisal and to escape to reclaim her life. She is now recovering in a shelter in Rome.

The Many Causes of Trafficking

The causes of human trafficking are complex and often reinforce each other. Viewing trafficking in persons as a global market, victims constitute the supply, and abusive employers or sexual exploiters (also known as sex buyers) represent demand. Although customers for the products of forced labor can also be considered a component of demand, these consumers are often completely ignorant of their involvement with slavery. Sex buyers are far more complicit in the victimization of sex trafficking victims, and thus, are logical targets for education on the link between prostitution and human trafficking.

The supply of victims is encouraged by many factors, including poverty, the attraction of perceived higher standards of living elsewhere, lack of employment opportunities, organized crime, violence against women and children, discrimination against women, government corruption, political instability, and armed conflict. In some societies a tradition of fostering allows the third or fourth child to be sent to live and work in an urban center with a member of the extended family (often, an “uncle”), in exchange for a promise of education and instruction in a trade. Taking advantage of this tradition, traffickers often position themselves as employment agents, inducing parents to part with a child, but then traffic the child into prostitution, domestic servitude, or a commercial enterprise. In the end, the family receives few if any wage remittances, the child remains unschooled, untrained, and separated from his or her family, and the hoped-for educational and

economic opportunities never materialize.

On the demand side, factors driving trafficking in persons include the sex industry and the growing demand for exploitable labor. Sex tourism and child pornography have become worldwide industries, facilitated by technologies such as the Internet, which vastly expand the choices available to “consumers”

and permit instant and nearly undetectable transactions.

Trafficking is also driven by the global demand for cheap, vulnerable, and illegal labor. For example, there is great demand in some prosperous countries of Asia and the Gulf for domestic servants who sometimes fall victim to exploitation or involuntary servitude.

TRAFFICKING AND EMERGING MUSLIM LEADERSHIP

In some parts of the world, traffickers are distorting traditional Islamic customs to facilitate human trafficking. In several West African countries, for example, men posing as Muslim scholars recruit young boys from parents, promising to teach the children the Koran. Once they have custody of the boys, however, these men subject them to forced begging and abuse. In parts of West Africa and South Asia, traffickers recruit boys, girls, and women for journeys to Saudi Arabia, where they are forced into commercial sexual exploitation, begging, or work as camel jockeys.

Muslim leaders have responded to this problem by working with governments, non-governmental organizations (NGOs), and international organizations to raise awareness about trafficking in their communities. Some have also used arguments based in Islamic scholarship to defend the rights of women and children against trafficking. In Senegal and Niger, Muslim leaders have collaborated with government ministries and UNICEF to combat trafficking. In Indonesia, an NGO called the *Fahmina Institute* founded by Kyai Husein Muhammad [see the TIP Heroes section of this Report for more information] distributes 22,000 leaflets against human trafficking every week in mosques after Friday prayers. Kyai Husein has also written extensively on employing Islamic law and teachings to combat trafficking.

In Bangladesh, a local NGO sensitized 2,100 imams in 2005 to the risks, threats, and modalities of trafficking and conducted a training of trainers for 100 imams. As a result, over 2,500 imams delivered specific anti-trafficking messages during Friday prayer services, reaching millions of Bangladeshis. The involvement of the Muslim community in the fight against trafficking raises hope that anti-trafficking messages will be heard worldwide.



U.S. Government funds helped to facilitate the rescue and rehabilitation of these young boys who were trafficked from orphanages to the streets of Moscow as beggars. They now live safely in a children's shelter (far left).

The Angel Coalition, a U.S. Government subgrantee, operates nine “safe houses” for trafficking victims in Russia. The Angel Coalition maintains international help lines as well as rescue and rehabilitation services for victims (left).

Afghanistan: Naseema was forced by her mother into marriage at the age of four to a 30 year old neighbor in an Afghan village. At her husband's home, her father-in-law and 12 others in the family began torturing her. Her treatment included beatings and starvation, and she was forced to sleep outside in the cold with only a rug to protect her. Her abusers often used her as a human table, forcing her to lie on her stomach so they could cut their food on her bare back. At one point, her father-in-law locked her in a shed

for two months and she was only allowed to leave once a day. The night before she escaped at the age of 12 in 2005, her father-in-law tied her hands together and poured scalding water over her head. She escaped the next day, fearing death at the hands of her husband's family, and was found by a rickshaw driver who took her to the hospital for treatment; it took over one month for her to heal from the various injuries inflicted upon her. She is now in a shelter and attending school.

UNACCOMPANIED MINORS, TRAFFICKING, AND EXPLOITATION

Since 2004, 120 Chinese children have reportedly disappeared from Swedish immigration centers. In all cases, the children arrived in Sweden on a plane from Beijing or Moscow and immediately asked for political asylum. Within days, they disappeared while cases were pending. Investigative leads indicate onward destinations included Denmark, Germany, Italy, France, and the Netherlands. Swedish law enforcement authorities believe a network of traffickers is behind the disappearance.

Unaccompanied minors (UAMs) can be lured from their countries of origin under false pretenses or might fall victim to exploitation after they arrive in a foreign country; their victimization is an important piece in the global trafficking picture. Although they are a relatively small percentage of the total population of foreign migrants in Europe, UAMs are inherently vulnerable to trafficking for both the purposes of sexual exploitation and forced labor. They are typically from countries in Central and Eastern Europe, Africa, and Asia. They are exploited in many different ways including for prostitution, as drug mules, as domestic servants, in sweatshop or restaurant work, through organized begging and pick-pocketing gangs, and as a result of forced marriage.



Several reliable non-governmental organizations (NGOs) have noticed a mysterious trend of unaccompanied Chinese minors arriving in Europe with cell phones, cash, and no apparent travel plans, who then suddenly disappear from authorities and reception centers. It is possible that these UAMs disappeared when they came into contact with criminal networks. Unaccompanied minors who are exploited by criminals are often not recognized as victims of, or investigated as cases of, trafficking. Trafficked children require fundamental protection and rehabilitation. A child's first contact with authorities in destination countries could be the best opportunity to stop the trafficking chain.



A small boy, bonded into forced labor to pay a family debt that has spanned generations, is spending his childhood weaving carpets (left).

Children trafficked for labor routinely work long hours while receiving no attention to their medical and nutritional well being (right).



DEPARTMENT OF DEFENSE (DOD) RESPONDS TO LABOR TRAFFICKING IN IRAQ

A recent DOD investigation, prompted by late 2005 media allegations of labor trafficking in Iraq, identified a number of abuses, some of them considered widespread, committed by DOD contractors or subcontractors of third country national (TCN) workers in Iraq. Some of these abuses are indicative of trafficking in persons, and include: illegal confiscation of TCNs' passports; deceptive hiring practices and excessive recruitment fees; substandard living conditions; and circumvention of Iraqi immigration procedures. The TCNs are largely low-skilled workers from Nepal, India, Pakistan, Bangladesh, Sri Lanka, and the Philippines.

The Department of Defense has responded swiftly with a number of measures to closely monitor the hiring and employment of foreign laborers.

In April 2006, General George W. Casey, Commanding General, MultiNational Force-Iraq, issued specific labor guidelines to all Defense contractors in Iraq and Afghanistan. Chief among those measures was a mandate that all contractors cease the practice of holding or withholding employees' passports.

Furthermore, DOD contracts will include the following guidelines to prevent trafficking in persons:

- All employees of Defense Department contractors or subcontractors will be provided a signed copy of their employment contract that defines the terms of their employment and compensation.
- Contractors and subcontractors must be licensed recruiting firms.
- Recruiting firms must not charge employees illegal recruitment fees.

Under the policy, contractors and subcontractors are required to comply with personal living space standards, international and host country laws for work visas, and transit and entry procedures.

This response works to ensure the U.S. employs a “zero tolerance” policy against human trafficking domestically and abroad.

Bride Selling

A growing gender imbalance in areas of South and East Asia is increasingly driving the demand for trafficking victims. In China, although son-preference is a major factor behind skewed sex ratios, the country's one-child policy and poverty also exacerbate the supply and demand for bride trafficking. Girls are often aborted and there have been reports that in some cases female infants have been killed at birth, causing men to outnumber women in some parts of the country by 117 boys to 100 girls.

Yet, men still feel social pressure to marry, causing some who cannot find marriageable women to try buying brides from other regions of the country, or from border areas with neighboring countries, such as North Korea. These women, often sold by their parents or kidnapped from their villages, are forced into marriage, prostitution or concubinage. Popular areas from which to traffic brides domestically are poor areas of China's inland provinces, where poverty renders women more vulnerable to trafficking. Traffickers generally sell these girls and women in provinces with large female deficits. In fact, some experts believe that the kidnapping and sale of women has increased as China's economic development has accelerated, and that such trafficking accounts for 30-90 percent of marriages in some villages.

India faces a similar problem of gender imbalance in some regions, although it is sparked primarily by cultural attitudes that see girls as economic liabilities due to dowry

demands by potential grooms. State statistics show a notable gender imbalance in some key regions: in Jammu and Kashmir, 111 boys for every 100 girls; Uttar Pradesh, 111; Sikkim, 114; Punjab, 114 (capital city Chandigarh, 129); and Harayana, 116 as of the 2001 census. This gender gap has resulted in several million more men than women in the marriage market, creating a "marriage squeeze" and pressure for men to find women to marry. As a consequence, there are some cases in which women from Nepal, Bangladesh, and other areas of India have been bought or kidnapped as brides for "bachelor villages." The lack of women also contributes to greater demand for prostituted women and girls, fueling the demand for victims of trafficking.

Trafficked brides are often discouraged from reporting their situations or running away because of social and economic pressure to remain in a marriage, lack of familiarity with the area to which they were trafficked, police or official complicity that compels the return of runaway brides, laws which re-victimize trafficked women by classifying and prosecuting them as illegal aliens, and the social discrimination they would likely face if they return home.

Liberia: A 13-year-old former child soldier from Liberia recounts: "They gave me pills that made me crazy. When the craziness got in my head, I beat people on their heads and hurt them until they bled. When the craziness got out of my head I felt



A brothel in Cologne, Germany, displayed this banner on its building to lure World Cup soccer fans into the dehumanizing world of prostitution (left).

Young women walk the streets of Torino hoping to make their nightly quotas (right).





WORKING TO END DEMAND FOR THE VICTIMS OF SEX TRAFFICKING

The U.S. Government opposes prostitution and related activities, including pimping, pandering, and maintaining brothels, as contributing to the phenomenon of human trafficking. These activities are inherently harmful and dehumanizing. This position is codified in a National Security Presidential Directive (NSPD-22) and was reaffirmed in the Administration's support for the Trafficking Victims Protection Reauthorization Act (TVPRA) of 2005, which "brings important attention to reducing the demand for the commercial sex acts that fuel sex trafficking."

In January 2006, President George W. Bush signed the TVPRA into law, stating, "We cannot put the criminals out of business until we also confront the problem of demand. Those who pay for the chance to sexually abuse children and teenage girls must be held to account. So we'll investigate and prosecute the customers, the unscrupulous adults who prey on the young and innocent."

The new law contains domestic provisions aimed at decreasing demand for sex trafficking victims. It authorizes block grants of \$25 million by the Attorney General to states and local law enforcement to: investigate and prosecute buyers of commercial sex; educate individuals charged with or attempting to purchase commercial sex; and collaborate with local NGOs who are skilled at providing services to victims. The new law also provides \$10 million to local governments and NGOs through the Department of Health and Human Services to help survivors of human trafficking and commercial sexual exploitation.

guilty. If I remembered the person I went to them and apologized. If they did not accept my apology, I felt bad."

Effective Strategies in Combating Trafficking

To be effective, anti-trafficking strategies must target both the supply side (the traffickers) and the demand side (owners, consumers or, in the case of trafficking for sexual exploitation, the sex buyers).

On the supply side, the conditions that drive trafficking must be dealt with through efforts to: alert communities to the dangers of trafficking, improve and expand educational and economic opportunities for vulnerable groups, promote equal access to education,

educate people regarding their legal rights, and create better and broader life opportunities.

Regarding traffickers, law enforcement must: vigorously prosecute traffickers and those who aid and abet them, fight public corruption which facilitates and profits from the trade, identify and interdict trafficking routes through better intelligence gathering and coordination, clarify legal definitions of trafficking and coordinate law enforcement responsibilities, and train personnel to identify and direct trafficking victims to appropriate care.

On the demand side, persons who exploit trafficked persons must be identified and prosecuted. Employers of forced labor and exploiters of victims trafficked for sexual

exploitation must be named and appropriately punished. With regard to sex slavery, public awareness campaigns must be conducted in destination countries to make it harder for trafficking to be concealed or ignored. Victims must be rescued, rehabilitated, reintegrated into their families, or offered alternatives if unable to return to their home communities.

Local, state, national, and regional efforts to fight trafficking must be coordinated. By drawing public attention to the problem, governments can enlist the support of the public. Anti-trafficking strategies and programs developed with input from stakeholders (civil society and NGOs) are the most effective and more likely to succeed as they bring a comprehensive view to the problem. Nations should cooperate more closely to deny traffickers legal sanctuary and to facilitate their extradition for prosecution. Such cooperation should also aim to facilitate the voluntary and humane repatriation of victims. Programs that protect witnesses should be encouraged.

Knowledge about trafficking must be continually deepened, and the network of anti-trafficking organizations and efforts strengthened. Religious institutions, NGOs, schools, community associations, and traditional leaders need to be mobilized and drawn into the struggle. Victims and their families are important stakeholders in the fight against trafficking. Governments need to periodically reassess their anti-trafficking strategies and programs to ensure they remain effective in order to counter new methods and approaches by traffickers.

Finally, government officials must be trained in anti-trafficking techniques and methods, and trafficking flows and trends must be closely monitored to better understand the nature and magnitude of the problem so that appropriate policy responses can be crafted and launched.

Singapore: A 20-year-old Indonesian, formerly a maid in Singapore, remembers being abused: "The employer would get angry.... If she

was very angry, she would slap me many times. I hadn't finished my contract yet. She said I couldn't go home. I couldn't tolerate it. When I told the agent the employer had slapped me, she just said, 'You must suffer. You should control your feelings.' If a maid hasn't finished her salary deduction [paying off up-front fees imposed by the agent/employer], and she calls the agent, the agent is angry. The agent also slapped me; they didn't want me to leave without finishing the contract and the salary deduction."

Victim Protection

The TVPA gives us a victim-centered approach to address trafficking, combining anti-crime and human rights objectives. Without adequate protections for victims, efforts to address trafficking crimes are unlikely to be effective. The TVPA's criteria for evaluating a government's efforts to protect victims of trafficking includes an explicit criterion on victim protection:

"Whether the government of the country protects victims of severe forms of trafficking in persons and encourages their assistance in the investigation and prosecution of such trafficking, including provisions for legal alternatives to their removal to countries in which they would face retribution or hardship, and ensures that victims are not inappropriately incarcerated, fined, or otherwise penalized solely for unlawful acts as a direct result of being trafficked."

Best practices in implementing this TVPA criterion include:

FIRST, a government should proactively identify victims of trafficking. Without victim identification, adequate protection is impossible. Government agencies should establish formal screening and victim identification procedures to screen at-risk populations such as persons apprehended for

violations of immigration laws, prostitution laws, and begging or labor laws. Victims of trafficking should not be expected to identify themselves; proactive investigative techniques—through interviews in safe and non-threatening environments with trained counselors and appropriate language services—should be used to identify trafficking indicators.

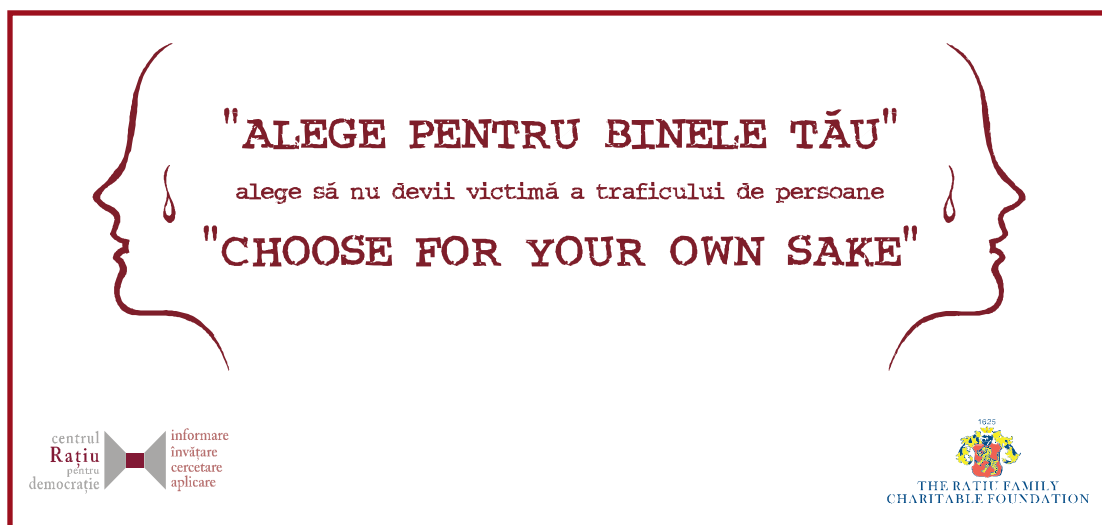
SECOND, once identified, a suspected victim of trafficking should be afforded temporary care as a victim of a serious crime. This could include shelter and counseling that allow a potential victim to recount his or her experience to trained social counselors and law enforcement personnel at a pace with minimal pressure.

THIRD, confirmed trafficking victims should not be punished for crimes that are a direct result of being trafficked—such as not holding proper immigration documents or violation of prostitution, labor, or begging statutes. Trafficking victims should not be detained criminally, after they are identified as victims,

in detention facilities, except in extreme circumstances. They should be treated as victims.

FOURTH, confirmed trafficking victims should be encouraged to cooperate with law enforcement authorities in the investigation of the crime committed against them. Furthermore, they should be encouraged to assist in prosecuting, if possible, the persons that trafficked or exploited them.

FINALLY, a trafficking victim who is unwilling or unable to cooperate in a trafficking prosecution can be returned to her community of origin provided that this return is accomplished in a responsible manner, with preparations made in advance for the victim's safe return and reintegration. However, a victim should be offered legal alternatives to being removed to countries in which she would face hardship or retribution. Trafficking victims should not be subjected to deportations or forced returns without safeguards or other measures to reduce the risk of hardship, retribution, or re-trafficking.



Teenagers in the Transylvania region of Romania designed an anti-trafficking message to use in schools and public places.



A Vietnamese court sentenced Paul Francis Gadd, also known as British rocker Gary Glitter (left), to three years in prison for sexually abusing two Vietnamese girls ages 10 and 11.

CHILD SEX TOURISM

What Is Child Sex Tourism?

Each year, more than one million children are exploited in the global commercial sex trade. Child sex tourism (CST) involves people who travel from their own country to another and engage in commercial sex acts with children. CST is a shameful assault on the dignity of children and a form of violent child abuse. The sexual exploitation of children has devastating consequences.

Tourists engaging in CST often travel to developing countries looking for anonymity and the availability of children in prostitution. The crime is typically fueled by weak law enforcement, corruption, the Internet, ease of travel, and poverty. These sexual offenders come from all socio-economic backgrounds and may hold positions of trust.

A Global Response

Over the last five years, there has been an increase in the prosecution of child sex tourism offenses. At least 32 countries have extraterritorial laws that allow the prosecution of their citizens for CST crimes committed abroad. In response to the grotesque phenomenon, NGOs, the tourism industry, and governments have begun to address the issue. The World Tourism Organization (WTO) established a task force to combat CST. The WTO, the NGO *End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes* (ECPAT), and Nordic tour operators created a global *Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism* in 1999. As of March 2005, 100 travel companies from 18 countries had signed the code. [See www.thecode.org]

What the United States Is Doing

In 2003, the United States strengthened its ability to fight child sex tourism by passing the Prosecutorial Remedies and other Tools to end the Exploitation of Children Today (PROTECT) Act and The Trafficking Victims Protection Reauthorization Act. Together these laws increase penalties to a maximum of 30 years in prison for engaging in CST. Since the passage of the PROTECT Act, there have been over 20 indictments and over a dozen convictions of child sex tourists. The Department of Homeland Security developed the Operation Predator initiative to combat child exploitation, child pornography, and child sex tourism. The United States is also funding the NGO *World Vision* to conduct a major public awareness, deterrence, and crime prevention project overseas.

Governments should prioritize the issue, draft a plan of action based on comprehensive research, and designate a coordinator to engage NGOs, intergovernmental organizations, and the travel industry. Extraterritorial laws must prohibit all forms of child sex tourism and be enforced with sentences reflecting the heinous nature of the crime. Governments should also train law enforcement officers, fund public awareness campaigns, and arrange for shelter and assistance to victims.

The travel and tourism sector is recognizing they have a critical role to play in training their staff to report suspicious behavior and in alerting travelers to relevant laws. The private sector should also establish and enforce sound corporate policies repudiating the sexual exploitation of children, and insist that their contractors and suppliers do the same. Individuals must ensure they are not part of the problem, the demand, but rather part of the solution by reporting incidents to the local police, U.S. embassy, or the U.S. Immigration and Customs hotline at 1-866-DHS-2ICE.

“TRAFFICKING IN PERSONS” DEFINED

The Trafficking Victims Protection Act defines “severe form of trafficking in persons” as:

- (a) **sex trafficking** in which a **commercial sex act** is induced by force, fraud, or **coercion**, or in which the person induced to perform such an act has not attained 18 years of age; or
- (b) the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to **involuntary servitude**, peonage, **debt bondage**, or slavery.

Definition of Terms

“Sex trafficking” means the recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of a commercial sex act.

“Commercial sex act” means any sex act on account of which anything of value is given to or received by any person.

“Coercion” means (a) threats of serious harm to or physical restraint against any person; (b) any scheme, plan or pattern intended to cause a person to believe that failure to perform an act would result in serious harm to or physical restraint against any person; or, (c) the abuse or threatened abuse of the legal process.

“Involuntary servitude” includes a condition of servitude induced by means of (a) any scheme, plan, or pattern intended to cause a person to believe that, if the person did not enter into or continue in such condition, that person or another person would suffer serious harm or physical restraint; or (b) the abuse or threatened abuse of the legal process.

“Debt bondage” means the status or condition of a debtor arising from a pledge by the debtor of his or her personal services or of those of a person under his or her control as a security for debt, if the value of those services as reasonably assessed is not applied toward the liquidation of the debt, or the length and nature of those services are not respectively limited and defined.

MORE ABOUT THE 2006 TIP REPORT

The TIP Report is the most comprehensive worldwide report on the efforts of governments to combat severe forms of trafficking in persons. The TIP Report covers the period April 2005 through March 2006.



Before being rescued by a local NGO, these women were bonded laborers, trafficked and enslaved in a gravel quarry for over 10 years in the Indian state of Haryana.

What the Report Is and Is Not

The annual Trafficking in Persons (TIP) Report includes those countries determined to be countries of origin, transit, or destination for a significant number of victims of severe forms of trafficking. Since trafficking likely extends to every country in the world, the omission of a country from the Report may only indicate a lack of adequate information. The country narratives describe the scope and nature of the trafficking problem, the reasons for including the country, and the government's efforts to combat trafficking. The narrative also contains an assessment of the government's compliance with the

minimum standards for the elimination of trafficking as laid out in the Trafficking Victims Protection Act (TVPA) of 2000, as amended, and includes suggestions for actions to combat trafficking. The remainder of the country narrative describes each government's efforts to enforce laws against trafficking, protect victims, and prevent trafficking. Each narrative explains the basis for rating a country as Tier 1, Tier 2, Tier 2 Watch List, or Tier 3. If a country has been placed on Tier 2 Watch List, the narrative will contain a statement explaining why, using terms found in the TVPA as amended.

Per the TVPA's guidance, there are three



Countless numbers of children have been trafficked to slave on Côte d'Ivoire's many cocoa plantations. This 7-year-old's face (above left) was severely scarred after a cooking accident on a cocoa farm.

factors to be considered in determining whether a country should be in Tier 2 (or Tier 2 Watch List) or in Tier 3: 1) The extent to which the country is a country of origin, transit, or destination for severe forms of trafficking; 2) The extent to which the government of the country does not comply with the TVPA's minimum standards and, in particular, the extent of the government's trafficking-related corruption; and 3) The resources and capabilities of the government to address and eliminate severe forms of trafficking in persons.

Some governments have issued statements, held conferences, and established task forces or national action plans to create goals for anti-trafficking efforts. However, statements, conferences, plans, and task forces alone are not weighed heavily in assessing country efforts. Rather, the Report focuses on concrete actions governments have taken to fight trafficking, especially prosecutions, convictions, and prison sentences for traffickers, victim protection, and prevention efforts. The Report does not give great weight to laws in draft form or laws that have not yet been enacted. Finally, the Report does not

focus on government efforts that contribute indirectly to reducing trafficking, such as education programs, support for economic development, or programs aimed at enhancing gender equality, although these are worthwhile endeavors.

Why the 2006 TIP Report Contains More Country Assessments

The 2006 Report includes an analysis of trafficking and government efforts to combat it in 149 countries, a net increase of seven ranked countries over last year. In previous years, some countries have not been included because it was difficult to gather reliable and sufficient information due to: the illegal and underground nature of trafficking; the absence or nascence of government anti-TIP efforts; the difficulty in distinguishing between trafficking and smuggling; the fear and silence of trafficking victims, who often cross borders illegally or are physically abused or coerced; the general lack of freedom of information in a country; or the lack of independent NGOs who can supply information. For some countries, there was information available, but the data did not support a finding that a significant number of

TRAFFICKING AND WARFARE: CHILD SOLDIERS IN BURMA



Gruesome information about trafficked children forced to serve as child soldiers has most often centered on African countries such as Uganda and Sierra Leone. However, Burma's prolonged conflict with ethnic forces and worsening political and economic conditions have left its population vulnerable to exploitation, creating an environment where children as young as 11 are forced into the military. Both the military and armed ethnic groups recruit child soldiers.

Both the U.S. Government and the United Nations have called on the government of Burma to cease all recruitment and exploitation of children in the military. Despite these pressures, the Burmese government refuses to address the practice of kidnapping children for the purpose of military exploitation.

persons were trafficked to, from, or within a country—the general threshold for inclusion in the TIP Report.

Over the past year, we have witnessed a stronger response from many governments, more public awareness campaigns alerting victims to protection services and greater transparency in anti-trafficking efforts. As a result of these positive actions, and the dedication of more Department of State resources, information was gathered on additional countries this year. The Department intends to include all countries with a significant number of trafficking victims in future reports, as more and better information becomes available.

How the Report Is Used

This Report is a diplomatic tool for the U.S. Government to use as an instrument for continued dialogue and encouragement, and as a guide to help focus resources on prosecution, protection, and prevention programs and policies. The State Department will continue to engage governments about the content of the Report in order to strengthen cooperative efforts to eradicate trafficking. In the coming year, and particularly in the months before a determination is made regarding sanctions for Tier 3 countries, the Department will use the information gathered here to more effectively target assistance programs and to work with countries that need help in combating

THE TIERS

TIER 1: Countries whose governments fully comply with the Act's minimum standards. [detailed on p. 288]

TIER 2 : Countries whose governments do not fully comply with the Act's minimum standards but are making significant efforts to bring themselves into compliance with those standards.

TIER 2 SPECIAL WATCH LIST: Countries whose governments do not fully comply with the Act's minimum standards but are making significant efforts to bring themselves into compliance with those standards, and:

- a) The absolute number of victims of severe forms of trafficking is very significant or is significantly increasing; or
- b) There is a failure to provide evidence of increasing efforts to combat severe forms of trafficking in persons from the previous year; or
- c) The determination that a country is making significant efforts to bring themselves into compliance with minimum standards was based on commitments by the country to take additional future steps over the next year.

TIER 3: Countries whose governments do not fully comply with the minimum standards and are not making significant efforts to do so.

trafficking. The Department hopes the Report will be a catalyst for government and non-government efforts to combat trafficking in persons around the world.

Methodology

The Department of State prepared this Report using information from U.S. embassies, foreign government officials, NGOs and international organizations, published reports, research trips to every region, and information submitted to tipreport@state.gov, which was established for NGOs and individuals to share information on government progress in addressing trafficking. U.S. diplomatic posts reported on the trafficking situation and governmental action based on thorough research, including meetings with a

wide variety of government officials, local and international NGO representatives, international organizations, officials, journalists, academics, and survivors.

To compile this year's Report, the Department took a fresh look at information sources for every country to make its assessments. Assessing each government's anti-trafficking efforts involves a two-step process:

Step One: Significant Numbers of Victims

First, the Department determines whether a country is "a country of origin, transit, or destination for a significant number of victims of severe forms of trafficking," generally on the order of 100 or more victims, the same threshold applied in previous reports. Some countries,

for which such information was not available, are not given tier ratings, but are included in the Special Case section, as they exhibited indications of trafficking.

Step Two: Tier Placement

The Department places each country included on the 2006 TIP Report into one of the four lists, described here as tiers, mandated by the TVPA. This placement is based more on the extent of government action to combat trafficking, rather than the size of the problem, important though that is. The Department first evaluates whether the government fully complies with the TVPA's minimum standards for the elimination of trafficking [detailed on p. 288]. Governments that do, are placed in Tier 1. For other governments, the Department considers whether they made significant efforts to bring themselves into compliance.

Governments that are making significant efforts to meet the minimum standards are placed in Tier 2. Governments that do not fully comply with the minimum standards, and are not making significant efforts to do so, are placed in Tier 3. Finally, the Special Watch List criteria are considered and, if applicable, Tier 2 countries are placed on the Tier 2 Watch List.

The Special Watch List-Tier 2 Watch List

The 2003 reauthorization of the TVPA created a "Special Watch List" of countries on the TIP Report that should receive special scrutiny. The list is composed of: 1) Countries listed as Tier 1 in the current Report that were listed as Tier 2 in the 2005 Report; 2) Countries listed as Tier 2 in the current Report that were listed as Tier 3 in the 2005 Report; and 3) countries listed as Tier 2 in the current Report, where:



As a result of U.S. and international pressures, in several Gulf States camel race tracks are replacing child camel jockeys with robots, such as the one pictured above.



These women were rescued from a brothel in Mumbai, India, where they had been held in a cramped, hidden cell underneath the floor.

- a) The absolute number of victims of severe forms of trafficking is very significant or is significantly increasing;
- b) There is a failure to provide evidence of increasing efforts to combat severe forms of trafficking in persons from the previous year, including increased investigations, prosecutions, and convictions of trafficking crimes, increased assistance to victims, and decreasing evidence of complicity in severe forms of trafficking by government officials; or
- c) The determination that a country is making significant efforts to bring itself into compliance with minimum standards was based on commitments by the country to take additional future steps over the next year.

This category (including a, b, and c) has been termed by the Department of State “Tier 2 Watch List.” There were 27 countries placed on

Tier 2 Watch List in the June 2005 Report. Along with six countries that were reassessed as Tier 2 Watch List countries in September 2005 and three countries that met the first two categories above (moving up a tier from the 2005 TIP Report), these 27 countries were included in an “Interim Assessment” released by the Department of State on February 1, 2006.

Of the 33 countries on Tier 2 Watch List at the time of the Interim Assessment, 16 moved up to Tier 2 on this Report, while 4 fell to Tier 3 and 12 remain on Tier 2 Watch List for a third consecutive year. Haiti has been placed in the “Special Cases” category this year. Countries placed on the Special Watch List in this Report will be reexamined in an interim assessment to be submitted to the U.S. Congress by February 1, 2007.



Children of former bonded laborers are at high-risk of becoming victims themselves. Educational opportunities prevent this devastating cycle from continuing.

Potential Penalties for Tier 3 Countries

Governments of countries in Tier 3 may be subject to certain sanctions. The U.S. Government may withhold non-humanitarian, non-trade-related assistance. Countries that receive no such assistance would be subject to withholding of funding for participation in educational and cultural exchange programs. Consistent with the TVPA, such governments would also face U.S. opposition to assistance (except for humanitarian, trade-related, and certain development-related assistance) from international financial institutions such as the International Monetary Fund and the World Bank. These potential consequences will take effect at the beginning of the next fiscal year, October 1, 2006.

All or part of the TVPA's sanctions can be waived upon a determination by the President

that the provision of such assistance to the government would promote the purposes of the statute or is otherwise in the national interest of the United States. The TVPA also provides that sanctions can be waived if necessary to avoid significant adverse effects on vulnerable populations, including women and children. Sanctions would not apply if the President finds that, after this Report is issued but before the imposition of sanctions, a government has come into compliance with the minimum standards or is making significant efforts to bring itself into compliance.

Regardless of tier placement, every country can do more, including the United States. No country placement is permanent. All countries must maintain and increase efforts to combat trafficking.

A young girl—one of five million child laborers in Bangladesh, according to the International Labor Organization—is forced to work long hours in a battery workshop.



2006 TIP REPORT

INTERNATIONAL BEST PRACTICES

Australia: Combating Child Sex Tourism.

The NGO, *Child Wise*, along with the Government of Australia, has sponsored a regional education campaign to combat child sex tourism that was adopted by the ten ASEAN Tourism Ministers on January 16, 2006. The program aims to heighten the awareness of child sex trafficking/tourism, among airline personnel, travel agents, and immigration and visa officials, as well as the general public. It urges target audiences to call a local hotline to report suspicious activities. The program is especially valuable for local law enforcement agencies' efforts to detect and prosecute pedophiles and child sex offenders. The 18th Global Task Force to Protect Children from Sexual Exploitation in Tourism invited *Child Wise* to present its campaign model at its March 10, 2006, conference in Berlin. Last year, Australia began 24 child sex tourism investigations, charged seven people, and secured one conviction. Thus far, Australia has prosecuted 17 people under its extraterritorial legislation.

Bangladesh: Disseminating Anti-Trafficking Information to At-Risk Women.

The Government of Bangladesh has instituted a program in which anti-trafficking information is distributed to members of micro-credit lending programs. Underprivileged women, particularly those in rural areas of Bangladesh, are the primary beneficiaries of microcredit; they are also among the most at-risk populations for trafficking. By distributing anti-trafficking brochures during microcredit lending sessions, the government reached 400,000 at-risk women in 39,061 sessions, warning these

women of the dangers of trafficking. This example shows the beneficial relationship between anti-trafficking campaigns and broader economic and social development initiatives.

Bosnia and Herzegovina and Tajikistan: Effective Police Strategies.

The Anti-Trafficking Strike Force in Bosnia and Herzegovina conducted four major raids in 2005 and 2006 that resulted in the rescue of 26 victims and the apprehension of at least 14 traffickers. This unit exemplifies the importance of close cooperation between prosecutors and police in effectively executing successful raids to rescue victims and arrest traffickers. It also highlights the practical results of bringing different police agencies together to cooperate on trafficking investigations. As a result of one raid, one of the most notorious night bars in central Bosnia was shut down.

Tajikistan set up elite anti-trafficking units consisting of two to four specially trained police investigators in regions throughout the country. An increased number of these units led to 81 trafficking investigations in 2005, a significant increase from 2004.

Brazil: Targeting Major Re-entry Points for Victims Assistance Centers.

Many victims trafficked abroad are eventually deported or repatriated back to their home countries and need a helping hand upon their return. In Brazil, most victims returning from foreign countries re-enter the country through Sao Paulo's international airport. The State of Sao Paulo has worked in partnership with an NGO to establish a victim support center near the airport so that returning victims have

prompt access to help. The *NGO Association for the Defense of Women and Youth* assisted more than 150 women and girls during the past two years by arranging transportation to get victims back to their final home communities and providing information about government protection services and legal procedures.

Colombia and Ecuador: Using Popular Culture to Spread Public Awareness.

Public and private partnerships are using mainstream entertainment to help spread anti-trafficking messages. In Colombia, The United Nations Office of Drugs and Crime (UNODC), worked with the producer of the popular soap opera “Everybody Loves Marilyn” to incorporate a storyline for the role of “Catalina” that dramatized the plight of a trafficking victim. Use of the widely-viewed television Spanish language series, broadcast throughout Colombia and exported to Venezuela, Ecuador, and the United States, educated the public, reaching large sections of the population. It also helped potential victims identify with the character, and understand some of the methods used to deceive victims and witness the abuse they could face in a trafficker’s hands.

In Ecuador, volunteers from the National Institute for Children and Family (INNFA) worked with visiting international musician Ricky Martin, his charitable foundation, and Colombian entertainer Carlos Vives to disseminate anti-trafficking messages and information that reached approximately 24,000 people attending their concerts in Quito and Guayaquil. Some 50,000 soccer spectators in Ecuador watched a game played on a field bedecked with a huge INNFA “No to Trafficking in Persons” graphic.

Ecuador: Using Public Transportation to Spread Anti-Trafficking Messages.

The municipality of Guayaquil and the Confederation of Taxicab Drivers for the greater Guayaquil area worked together with an NGO to raise public awareness by placing stickers with an anti-trafficking message inside local taxis. The stickers explain the nature of trafficking, warn about heavy penalties for traffickers, and encourage the reporting of trafficking crimes.

Ethiopia and Kuwait: Efforts to Protect Migrant Workers in Source and Destination Countries.

The Ethiopian Immigration Office provides printed information on trafficking in persons, including organizations to contact for help in foreign countries, to thousands of Ethiopians applying for passports to work outside the country. It also requires applicants to view an IOM-produced video, “Make the Right Choice,” on the risks of human trafficking inherent in overseas employment and what to do in case of victimization.

The Kuwait Union of Domestic Labor Offices (KUDLO), an association of labor recruitment agencies, under the leadership of General Manager Hashim Majid Mohammed, paved the way for protection of expatriate workers in Kuwait. KUDLO partnered with the Al-Haqooq law firm and several source country embassies to provide free legal services to domestic workers who faced problems with their employers. KUDLO has been working hard to create the first Kuwaiti-run shelter for domestic workers, who will be able to get speedy legal and administrative assistance to resolve workplace problems such as the lack of pay or harassment. In response to the widespread problem of substituting contracts signed by workers in their home country, in their native language, with new, less favorable contracts in Arabic, KUDLO facilitated an

agreement whereby the Indian Embassy and KUDLO review, sign, and file a copy of the contract of every Indian domestic worker before he or she comes to Kuwait. The agreement also provides insurance to the worker in case of health or legal problems. It is working to sign similar agreements with other embassies. KUDLO also brought together arriving migrants with their prospective employers to educate both in their rights and responsibilities.

Indonesia and Lithuania: Mobilizing Scouts and Students.

In 2004, the Scout Movement, which incorporates nearly all public school students across the country, began an anti-trafficking campaign in Indramayu, West Java, where too many young women and girls fall victim to trafficking. In its current phase, the Scout Movement will provide anti-trafficking education to 25,000 students in 116 schools in the Indramayu area by August 2006. The Scout Movement has trained 285 school-level facilitators who utilize innovative training and a campaign kit containing a four-part video documentary, comic books, and other anti-

trafficking materials. The national Scout movement is considering expanding the program to other districts and instituting an anti-trafficking merit badge to encourage more Scouts to learn about and promote anti-trafficking efforts. The Scout's involvement in anti-trafficking is part of a larger strategy initiated by the Indonesian Government, the American Center for International Labor Solidarity (the Solidarity Center), and the International Catholic Migration Commission (ICMC) to mobilize existing mass-membership institutions and their significant networks to combat trafficking.

Similarly, Lithuania has also been raising awareness in the classroom. The Missing Person Families Support Center designed an educational program for schools to ensure students have adequate information on the risks of trafficking. Center employees give students one-hour lessons including viewing a documentary in which young victims tell their stories. Students also engage in a roundtable discussion and receive anti-trafficking brochures. The Center conducts 20 of these sessions annually.

GLOBAL LAW ENFORCEMENT DATA

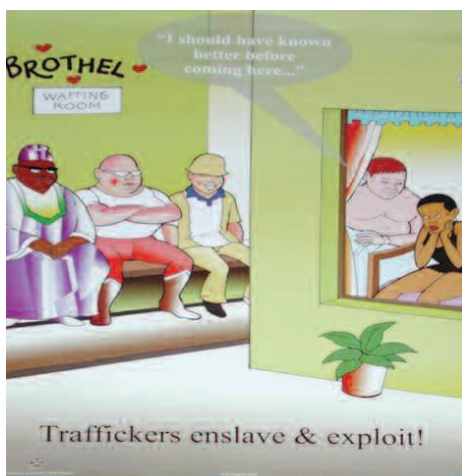
The Trafficking Victims Reauthorization Act (TVRA) of 2003 added to the original law a new requirement: that foreign governments provide the Department of State with data on trafficking investigations, prosecutions, convictions, and sentences in order to be considered in full compliance with the TVPA's minimum standards for the elimination of trafficking (Tier 1). The 2004 TIP Report collected this data for the first time. The requirement is fully effective starting with this Report. The chart below compares data collected for this and the two preceding Reports:

Starting with this Report, governments must collect and provide full law enforcement data in order to qualify for Tier 1.

YEAR	PROSECUTIONS	CONVICTIONS	NEW OR AMENDED LEGISLATION
2003	7,992	2,815	24
2004	6,885	3,025	39
2005	6,618	4,766	41

Malawi: Local Awareness Enables Identification of Traffickers.

To enhance its ability to combat child trafficking, the Government of Malawi hired district-level child protection officers to conduct country-wide sensitization meetings that educated rural communities about human trafficking. Informative posters and brochures were also used to raise awareness among local populations. Villagers in the Malawian town of Mchinji learned to recognize trafficking activities through this educational campaign and, soon after, quickly notified local police of a suspicious man attempting to cross the border with a group of children. An investigation ensued, and the man was convicted and sentenced to seven years imprisonment with hard labor for trafficking children. After receiving similar types of education in human trafficking, local communities in Burkina Faso and Guyana have also been able to successfully identify instances of trafficking in their communities.



Anti-trafficking poster, Malawi

The Philippines: Emphasizing Need for Task Forces at Local Level.

The city of Zamboanga formed a local version of the Inter-Agency Council Against Trafficking (IACAT) that mirrors the national council. The body brings together local government units involved with trafficking to foster close coordination in pursuing TIP cases. During 2005, local police, prosecutors, and social workers effectively cooperated in order to achieve the first conviction in the country under the 2003 anti-trafficking law. After the victim in the case came forward, the city's Social Welfare and Development Office worked with police to help investigate the case. Police also worked closely with the prosecutor's office. Finally, the court made this trafficking case a priority, which allowed the case to be concluded in a record five months. The mayor's office set an outstanding example by making known to local government agencies its commitment to fighting human trafficking.

Romania: Candid and Cooperative with Private Researchers.

The Government of Romania commissioned the most comprehensive report on human trafficking in Romania to date. The report was supported and partially financed by UNICEF, and researched by a non-governmental entity. Researchers had complete access to government officials and official information enabling the report to be extremely candid and critical of current gaps in anti-trafficking policy. The report has already begun to serve as a roadmap for how to improve government efforts.

CHILD DOMESTIC SERVITUDE

The largest employment category in the world, for children under age 16, is domestic work in homes other than their own, according to the International Labor Organization. The overwhelming majority of these children are girls. Although the majority of children in forced domestic labor are between 12 and 17, in many countries, children are made to work at much younger ages.

Victims of child domestic servitude are routinely subjected to physical, mental, and verbal abuse, and suffer from a loss of freedom and denial of schooling. They are underfed and overworked. In some countries, such as Egypt, Indonesia, Brazil, and Nigeria, it is normal to have child domestics in one's home. The children are either sent by their parents or lured from rural areas to the city with promises of making enough money to send back to their families. Removed from their own families, they are often forced to work long days, providing services around the clock for the employer's family, such as house cleaning, cooking, laundry, and child care.

Although they typically live with the employer's family, young victims are usually not provided with a room of their own and given no privacy. Routinely, they are forced to sleep on the floor in the corner of a room or under the kitchen table, and are made to eat leftovers. They are often subject to verbal, mental, and physical abuse from an early age by all family members, including other children. In many cases with child victims, they may not leave the home unsupervised and may be locked up when the family goes out.

The isolation of child domestic workers renders them highly vulnerable to sexual exploitation. Child domestics often face sexual abuse from the males in the household, including male children and relatives. Confined to the home, they are not able to flee, seek help, or return to their own homes. The stigma attached to child domestic workers coupled with their lack of education often leaves them with few employment options. What's more, the large populations of child domestics are often invisible to societies that are otherwise increasingly aware and active on other human rights problems. Some commendable efforts are underway to increase public awareness of their plight using innovative techniques. One such effort has been launched by the Indian NGO *National Domestic Worker's Movement*, aiming advertisements at India's middle and upper classes through fashion magazines. An ad from this campaign is on the following page.



Faith Consortium, a U.S. Government grantee, raises awareness about the threat of modern-day slavery through creative venues, such as this street mural in Sierra Leone.

An Indian NGO alerts fashion magazine readers of the link between child trafficking and domestic servitude.



6 out of 10 child domestic workers are put up for sale.

Trafficking of live-in child domestic workers is for real. At an age where they should be buying dolls and toys, they are sold like one. All we ask of you is to treat them like children. Because, that's what they are.





A rescued toddler—from a village with an established tradition of children entering the sex industry—has a new opportunity to grow up without fear of being trafficked or forced into sexual slavery (left).



The Policy of Victim Rescue

Human trafficking is modern-day slavery, involving victims who are forced, defrauded, or coerced into labor or sexual exploitation. While some victims of this crime are able to escape from involuntary servitude, many more are not able to break free on their own. They need help. Help usually comes in the form of a raid on the place where victims are held against their will. Victims of involuntary servitude in a labor situation are rescued through raids on sweatshops, or searches of homes exploiting domestic servants, for example. Victims of sex trafficking are rescued through raids on brothels and other places where commercial sexual exploitation occurs, such as massage parlors, karaoke bars, and strip clubs. Regardless of the type of rescue, the law enforcement operation—typically termed a “raid”—should be executed through legal means, under the proper authority, using warrants or other necessary court or police orders.

Smart Raids vs. Blind Raids

Law enforcement raids in search of trafficking victims are most effective when they involve good planning and information gathering. While it is unrealistic to get complete information on victims in servitude, learning enough to know, with a high degree of certainty, that trafficking victims are present in the commercial sex and labor sites is important. Victim information is usually obtained through law enforcement people working undercover or through strategically-

recruited informants. Carefully planned to ensure the safety of all involved and with post-rescue care arranged for trafficking victims, these smart raids can free trafficking victims while minimizing harm to others.

Some law enforcement raids are blind: They are executed against a target without prior attempts to verify the existence of victims of trafficking in those locations. Blind raids can lead to poor results while inconveniencing or harming people not involved in trafficking. Law enforcement agents often become disheartened after such unsuccessful raids, especially if they assumed enslaved people would be found enthusiastically awaiting liberation. Bad experiences with blind raids can lead to less effort against sites where labor or sex trafficking is ongoing—or lead to cynicism regarding the human trafficking phenomenon.

Identifying Victims of Trafficking

The violence (physical and psychological) and intimidation that marks involuntary servitude means that victims are often reluctant to identify themselves as victims. This is true around the world and occurs for various reasons. First, victims are usually taught to fear law enforcement authorities and non-governmental organizations (NGOs). If victims are underage, they are typically coerced by traffickers and brothel keepers to claim they are adults consensually involved in prostitution. Adult trafficking victims may be coerced to hide indicators of trafficking—such as confinement, debt bondage, or



Over two million children work in Central America and the Dominican Republic, according to the International Labor Organization (left).

Enslaved in a dressmaking shop in the outskirts of Los Angeles, this victim was forced to work up to 17 hours a day, seven days a week, before being rescued by authorities. Trafficking victims in the United States can apply for a special visa to stay in the U.S. (right).



The Policy of Victim Rescue

threats of violence against them and their families. Labor managers and brothel keepers often threaten victims or their relatives with future harm if their situation is revealed.

Suspected victims must be removed from the site of exploitation, away from the threatening environment, and taken to a safe place. The state often needs to have temporary custody of these suspected victims, as victims or witnesses of serious crimes. In such an environment—usually in the form of a shelter—victims of human trafficking are more likely to reveal their true situations. The true ages of victims can be learned through self-reporting or medical examinations. Police and social counselors need time to interview and counsel suspected victims. This counseling period, ranging from several days to several weeks, should become a standard practice in countries with significant trafficking problems. Once a person's status as a victim of trafficking has been determined, long-term care should be available to facilitate rehabilitation.

Children Used for Commercial Sex

U.S. Government policy on children (under the age of 18) used for commercial sex is unambiguous: They must be removed from exploitation as soon as they are found. The use of children in the commercial sex trade is prohibited under both U.S. and international law. There can be no exceptions, no cultural or socio-economic rationalizations that prevent the rescue of children from sexual servitude.

NGO Involvement

NGOs often help law enforcement officers carry out raids and rescues. They can offer psycho-social counseling skills that help identify trafficking victims, usually after they are removed from trafficking situations. NGOs and media representatives can also play a valuable role in holding law enforcement authorities to legal standards of crime prevention and victim care by bearing witness to, and demanding, accountability. NGOs, however, should not play a lead role in a raid or rescue, as they lack authority to perform law enforcement actions. NGOs and the media should avoid any practices that harm the rights of children or others.

Rights of Trafficking Victims

The U.S. Constitution (13th Amendment) prohibits slavery or involuntary servitude in the United States. We seek to ensure this basic standard in our efforts to combat trafficking in persons internationally. In approaching the prospective rescue of trafficking victims through law enforcement operations (“raids”), the rights of victims are paramount. Efforts should be made to minimize the number of non-trafficking victims affected by raids and rescues, but this must not preclude efforts to free every victim, who by definition, is in clear and present danger of physical harm. There should be no safety zone in which traffickers can abuse their victims without fear of law enforcement action.

HEROES ACTING TO END MODERN-DAY SLAVERY



Moussa Sow, Director of *Future of a Child*, Senegal

Moussa Sow's NGO, *Future of a Child*, works with trafficking victims to keep young girls from sexual exploitation, and helps young boys deal with the trauma they may have

suffered at Koranic schools, where they may have been forced into begging. A former victim of child abuse, Mr. Sow uses his own difficult beginnings as inspiration to go out on nearly a daily basis to comb the roughest streets for children in distress, putting his life and well-being on the line. He also visits children in prison, reunites countless runaways with their families—even taking them to their homes in other countries—and follows up, into their adulthood, with those he has helped. He successfully campaigned for a larger center to shelter and educate more children. Mr. Sow's passion, respect, love, and patience allows him to establish an emotional connection with every child he meets, making a real difference in their lives.



Kristina Misiniene, Founder and Coordinator of *Aid to the Victims of Trafficking and Prostitution* at Caritas, Lithuania

Kristina Misiniene recognized the need for additional human

trafficking education, prevention, and support for victims, and has worked tirelessly to spread the anti-trafficking message in Lithuania. In 2001, Ms. Misiniene gained support from *Caritas* and secured financing from abroad. Since, she has coordinated assistance to over 300 trafficking victims. She has been at the forefront of largely successful lobbying efforts to convince the government to take more forceful actions to combat trafficking, has collaborated with other NGOs, and rallied over 30 volunteers to widen the services provided to victims of trafficking. She continues to expand education and outreach programs in rural areas of Lithuania. Ms. Misiniene gives

countless hours of her time to provide exceptional psychological help and material assistance to victims of trafficking and works with every victim personally.



Iana Matei, Founder and Coordinator of *Reaching Out*, Romania

Iana Matei's NGO *Reaching Out* has been operating since 1998 and has provided direct assistance to 127

victims of human trafficking. *Reaching Out* offers a one-year recovery and assistance program that provides victims with shelter, health care, legal aid, and the opportunity to complete their education and to learn new skills that enable them to enter the workforce. Upon completion of the program, *Reaching Out* acts as a mediator for victims while they seek employment, with the aim of reducing the victim's chances of re-entering the trafficking cycle. *Reaching Out* also carries out information-awareness campaigns targeting potential victims in several cities in the country. Ms. Matei has managed to maintain an active dialogue with local officials, earning their respect and cooperation. Today, police routinely refer victims to Ms. Matei's shelter. She has done a tremendous job of helping the victims of trafficking, and educating officials on the importance of helping these vulnerable people.



Nodira Karimova, Head of the Tashkent Office of IOM and Founder of *Istiqbolli Avlod*, Uzbekistan

Nodira Karimova's NGO *Istiqbolli Avlod* has assisted over 300 victims and is operating a shelter

for returned trafficking victims. Before the shelter opened, Ms. Karimova and her associates took returned victims into their own homes or even rented apartments for them as they began the process of readjustment. In addition, she has worked to

expand the number of trafficking hotlines to ten, receiving over 13,000 calls in the last year. Karimova developed a strong working relationship with the Uzbek consul in the United Arab Emirates that has facilitated the repatriation of many Uzbek women. Ms. Karimova also helped organize training for the Uzbek consular officials stationed overseas in January 2005, which spread awareness and made clear to the Consular officials that trafficking is a serious problem that demands serious action. She was instrumental in the decision to open additional shelters, one for sexually exploited victims, and another for labor trafficking victims, which will open in 2006.



Irene Fernandez, President of Tenaganita, Malaysia

Irene Fernandez has worked on behalf of both mistreated migrant workers and sex trafficking victims in Malaysia for the past

several years. In 1996, Fernandez was arrested for publishing a report about detainee abuse and very poor sanitation conditions in the country's illegal migrant detention centers. Found guilty in October 2003 and sentenced to one year in jail, she appealed her case; her sentence remains suspended. In 2005, her NGO, *Tenaganita*, published a video entitled "Breaking Labor" that included the tragic stories of several foreign victims of labor trafficking and abuse in Malaysia. *Tenaganita* facilitated legal assistance and shelter for these trafficked victims and repatriated them to their home countries. Due to Ms. Fernandez's efforts, *Tenaganita* has become the largest and most effective anti-trafficking NGO in Malaysia. She has demonstrated considerable vision, courage, and leadership in the face of the Malaysian government lawsuit.

Maria Beatriz Paret de Palacio, First Lady of Ecuador

Ecuador's First Lady has combined her deep concern for the youth of her country with her communication and organizational skills to prevent Ecuadorians from falling victim to human trafficking. She has used her high

visibility and position as President of the National Institute for Children and Families (INNFA) to lead a nationwide campaign against trafficking. Under her leadership, INNFA launched a



powerful radio, print, and TV campaign that is expected to reach about 70 percent of the population within one year. Mrs. Palacio also led INNFA efforts to convince private industries to join the anti-trafficking efforts, specifically by encouraging cinema chains to show persuasive anti-trafficking spots before movies and two commercial banks to include anti-trafficking flyers in bank statements that went out to 40,000 account holders.



Kyai Husein Muhammad, Founder and Leader of The Fahmina Institute, Indonesia

Kyai Husein Muhammad has helped raise awareness of human trafficking among women

and children in rural communities in West Java through an anti-trafficking media campaign, which included the distribution of 22,000 leaflets each week in mosques after Friday prayers, along with outreach to village health clinics and schools. He has researched and produced written works concerning the application of Islamic Law and human trafficking, an unprecedented initiative to use Islamic arguments and traditions to combat this crime. His scholarship highlights the Islamic perspective on victims' rights, the rights of women and children, and the immorality of human trafficking, while emphasizing that victims should not be criminalized and that communities have a responsibility to combat trafficking. Kyai Husein's efforts were instrumental in raising awareness of the risk of trafficking in post-tsunami Aceh, and enlisting Muslim schools there in the ultimately successful prevention of trafficking in persons.



Skari Siddamma, Grass Roots Activist and Founder of Bharathi Trust, India

Kari Siddamma has been working extensively with the marginalized Irula (a low caste) tribal communities in Tamil Nadu for more than 12 years. Her work includes freeing bonded laborers, organizing communities into cooperatives, and mainstreaming children into the educational system by providing motivational educational centers. With her intervention, an Irula movement has emerged that is now better organized to pursue indigenous legal rights from exploitive landlords. In one incident in 2004, Siddamma helped release over 1,000 bonded laborers employed in the rice mills of the Red Hills area of Tamil Nadu. With Siddamma's intervention, the plight of bonded laborers reached the Parliament and the laborers were ultimately released and rehabilitated. The *Bharathi Trust* designed a holistic program to address bonded labor including awareness camps, advocacy, day care services, and motivational centers for the eradication of child labor. In Tamil Nadu, this was the first time a tribal group had asserted itself in such a way.



Rahel Gershuni, De Facto Anti-Trafficking Coordinator for the Government of Israel

Rahel Gershuni has tirelessly led the Israeli effort to fight sex trafficking. She first learned about the issue by helping an individual victim navigate

the government bureaucracy. While still handling the cases of many individual victims, she soon emerged as the unofficial anti-trafficking coordinator for the entire government of Israel. She has led a reform movement within the Israeli government by serving as a catalyst for the development of policies that treat sex trafficking victims as true victims and not as criminals. Over the last three years, she has changed countless attitudes, shaped scores of policies, and, most importantly, saved many lives—all without an official appointment, without an assistant, and while holding a full-time job unrelated to her work as the de facto anti-trafficking coordinator.



Reverend Peter Nguyen Van Hung, Executive Director of VMWBO, Taiwan

Reverend Hung and the staff of *Vietnamese Migrant Workers and Brides Office* (VMWBO) have helped over 2,000 Vietnamese escape the horrors of labor and sex exploitation since 2004. Under his leadership, the VMWBO has rescued, sheltered, and rehabilitated victims of both labor and sex trafficking, including Vietnamese domestic workers and brides. He has pushed forward prosecutions against employers, labor brokers, and traffickers in Taiwanese courts, and negotiated compensation for lost wages and injuries. Recognizing the importance of coordinating efforts of anti-trafficking organizations, Reverend Hung has built coalitions with various legal aid and labor rights NGOs in Taiwan. Rev. Hung has been a true anti-TIP hero for many abused and enslaved Vietnamese workers in Taiwan.

"[The] report probes even the darkest places, calling to account any country, friend or foe, that is not doing enough to combat human trafficking. Though many complain, the power of shame has stirred many to action and sparked unprecedented reforms. Defeating human trafficking is a great moral calling and we will never subjugate it to the narrow demands of the day."

*-Condoleezza Rice, Secretary of State
May 10, 2006, Independent Women's Forum, Washington, DC*



A child holds a small hammer used to crush stones in a quarry near Dawhenya, east of Accra, Ghana. Children are often trafficked for the purpose of child labor throughout Africa.

TIER PLACEMENTS

TIER 1			
AUSTRALIA	FRANCE	MALAWI	SOUTH KOREA
AUSTRIA	GERMANY	MOROCCO	SPAIN
BELGIUM	HONG KONG	THE NETHERLANDS	SWEDEN
CANADA	IRELAND	NEW ZEALAND	SWITZERLAND
COLOMBIA	ITALY	NORWAY	UNITED KINGDOM
DENMARK	LITHUANIA	POLAND	
FINLAND	LUXEMBOURG	SINGAPORE	

TIER 2			
AFGHANISTAN	EAST TIMOR	LATVIA	RWANDA
ALBANIA	ECUADOR	LEBANON	SENEGAL
ANGOLA	EL SALVADOR	MACEDONIA	SERBIA-MONTENEGRO
AZERBAIJAN	ESTONIA	MADAGASCAR	SIERRA LEONE
BANGLADESH	ETHIOPIA	MALI	SLOVAK REPUBLIC
BELARUS	GABON	MALTA	SLOVENIA
BENIN	THE GAMBIA	MAURITIUS	SRI LANKA
BOSNIA/HERZ.	GEORGIA	MOLDOVA	SURINAME
BULGARIA	GHANA	MONGOLIA	TAJIKISTAN
BURKINA FASO	GREECE	MOZAMBIQUE	TANZANIA
BURUNDI	GUATEMALA	NEPAL	THAILAND
CAMEROON	GUINEA	NICARAGUA	TUNISIA
CHAD	GUINEA-BISSAU	NIGER	TURKEY
CHILE	GUYANA	NIGERIA	UGANDA
CONGO (DRC)	HONDURAS	PAKISTAN	UKRAINE
COSTA RICA	HUNGARY	PANAMA	URUGUAY
COTE D'IVOIRE	JAPAN	PARAGUAY	VIETNAM
CROATIA	JORDAN	PHILIPPINES	YEMEN
CZECH REPUBLIC	KAZAKHSTAN	PORTUGAL	ZAMBIA
DOMINICAN REP.	KYRGYZ REPUBLIC	ROMANIA	

TIER 2 WATCH LIST			
ALGERIA	CHINA (PRC)	JAMAICA	OMAN
ARGENTINA	CYPRUS	KENYA	PERU
ARMENIA	DJIBOUTI	KUWAIT	QATAR
BAHRAIN	EGYPT	LIBYA	RUSSIA
BOLIVIA	EQUATORIAL GUINEA	MACAU	SOUTH AFRICA
BRAZIL	INDIA	MALAYSIA	TAIWAN
CAMBODIA	INDONESIA	MAURITANIA	TOGO
CENTRAL AFRICAN REP.	ISRAEL	MEXICO	UNITED ARAB EMIRATES

TIER 3			
BELIZE	IRAN	SAUDI ARABIA	UZBEKISTAN
BURMA	LAOS	SUDAN	VENEZUELA
CUBA	NORTH KOREA	SYRIA	ZIMBABWE

AFRICA



YEAR	PROSECUTIONS	CONVICTIONS	NEW OR AMENDED LEGISLATION
2003	50	10	3
2004	134	29	7
2005	194	58	12

EAST ASIA & PACIFIC



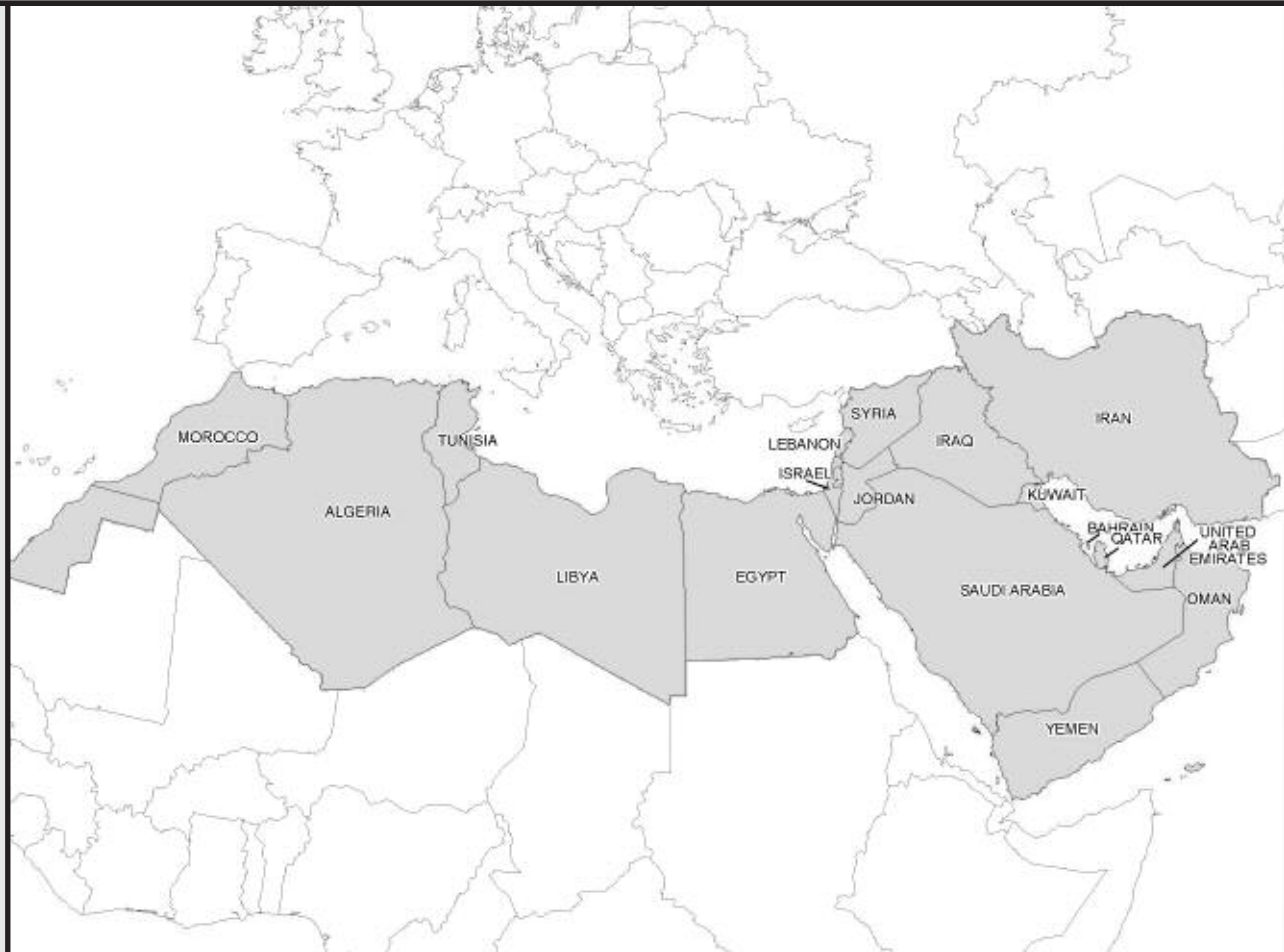
YEAR	PROSECUTIONS	CONVICTIONS	NEW OR AMENDED LEGISLATION
2003	1,727	583	1
2004	438	348	3
2005	2,580	2,347	5

EUROPE & EURASIA



YEAR	PROSECUTIONS	CONVICTIONS	NEW OR AMENDED LEGISLATION
2003	2,437	1,561	14
2004	3,329	1,274	20
2005	2,598	1,984	12

NEAR EAST



YEAR	PROSECUTIONS	CONVICTIONS	NEW OR AMENDED LEGISLATION
2003	1,004	279	4
2004	134	59	1
2005	112	104	3

SOUTH ASIA



YEAR	PROSECUTIONS	CONVICTIONS	NEW OR AMENDED LEGISLATION
2003	2,599	355	0
2004	2,705	1,260	1
2005	964*	214*	0

**The decline in 2005 is largely due to the lack of data provided by the government of India, unlike previous years.*

WESTERN HEMISPHERE



YEAR	PROSECUTIONS	CONVICTIONS	NEW OR AMENDED LEGISLATION
2003	175	27	2
2004	145	56	7
2005	170	59	9

U.S. GOVERNMENT DOMESTIC ANTI-TRAFFICKING EFFORTS

The U.S. Government (USG) in 2005 advanced an aggressive anti-trafficking campaign to address trafficking crimes and victims identified in the United States. This coordinated effort includes several federal agencies and approximately \$25 million in Fiscal Year (FY) 2005 for domestic programs to boost anti-trafficking law enforcement efforts, identify and protect victims of trafficking, and raise awareness of trafficking as a means of preventing new incidents. Specifically, this coordinated effort has resulted in the following successes:

- In 2005, the Department of Justice (DOJ) charged 116 individuals with human trafficking, almost doubling the number charged in FY 2004. Approximately 80 percent of those defendants were charged under the federal Trafficking Victims Protection Act (TVPA) of 2000. Forty-five traffickers were convicted, of which 35 were implicated in sexual exploitation. These statistics represent federal investigations; law enforcement in states and localities also make significant, indispensable contributions to the fight against trafficking in persons

- As of May 22, 2006, the Department of Health and Human Services (HHS) had certified 1,000 victims of human trafficking since the TVPA was signed into law in October 2000. In FY 2005, HHS certified 230 foreign victims of human trafficking from a remarkably diverse array of countries including: Albania, Bangladesh, Bolivia, Cambodia, Cameroon, Chad, Colombia, Czech Republic, Ecuador, El Salvador, Eritrea, Estonia, Ethiopia, Guatemala, Guyana, Honduras, Hungary, Indonesia, Ivory Coast, Jamaica, Kenya, Korea, Latvia, Malaysia, Mongolia, Nepal, Nigeria, Paraguay, Russia, Sri Lanka, Thailand, and Western Samoa. Certification allows human trafficking survivors to access most services and benefits, comparable to assistance provided by the U.S. to refugees

- In FY 2005, the Department of Homeland Security (DHS) issued 112 T-visas

to foreign survivors of human trafficking identified in the United States. T-visas are a special visa category resulting from the TVPA. Through February 2005, DHS issued a total of 616 visas to human trafficking survivors, and another 573 T-visas to members of their family

- In 2005, state law enforcement agencies convicted over 26,000 “johns” for trying to buy sex services

- In FY 2005, HHS launched new anti-trafficking coalitions in ten U.S. cities to increase public awareness of human trafficking and to increase the number of trafficking victims identified as part of its Rescue and Restore campaign

The Department of Defense amended its Manual for Courts Martial in October 2005, as a preventative measure under the Government's “zero tolerance” policy on human trafficking. Now, patronizing a prostitute is a chargeable offense under the Uniformed Code of Military Justice. DOD has also developed a trafficking awareness program to draw attention to the criminality and human consequences of trafficking in persons. The program will be mandatory for all military members and DOD civilians by the end of the year.

While significant progress has been made, the U.S. Government's efforts to address trafficking within the borders of the United States still need improvement. Greater efforts should be made to ensure suspected trafficking victims have time to be counseled, and to provide trafficking information to law enforcement authorities. Victim protection services for U.S. citizen trafficking victims, particularly those who are minors, should be more consistent across the country. Lastly, like most other countries, the USG must continue its efforts to reduce the gap between estimated TIP victims and those who step forward to help in prosecutions and receive services. For a complete assessment of USG efforts to combat trafficking in persons, please visit the Department of Justice Web site [www.usdoj.gov].

COUNTRY NARRATIVES



Challenged by corruption, limited resources, and, in some places, tolerance for the commercial sex trade, Southeast Asia is one of the world's top destinations for pedophiles seeking sex with children.

AFGHANISTAN (TIER 2)

Afghanistan is a source country for women and children trafficked internally and to Iran, Pakistan, and Saudi Arabia for forced labor and commercial sexual exploitation. Children are trafficked internally for forced labor as beggars or into debt bondage in the brick kiln and carpet-making industries. Afghan women and girls are kidnapped, lured by fraudulent marriage or job proposals, or sold into marriage or commercial sexual exploitation within the country and in Iran, Pakistan, and Saudi Arabia. Women are also exchanged to settle debts or resolve conflicts. The Afghan Independent Human Rights Commission reported 150 cases of child trafficking this year, though many suspect the actual level of trafficking is higher.

The Government of Afghanistan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Although the government has had an interagency working group on trafficking for two years, little discernable action has resulted due in large part to limited resources and lack of capacity. Afghanistan did not enact a trafficking law in 2005, though it continued to rely on kidnapping and other criminal laws to prosecute trafficking offenses. Afghanistan also has not taken sufficient action to address the reportedly high degree of corruption among police and border guards. Police officers, prosecutors, and judges often lack training and sensitivity to trafficking issues. As a result, the government's prosecution level is low and many cases are never heard. Afghanistan should enact a comprehensive anti-trafficking law, increase prosecutions of traffickers including corrupt government officers, and provide technical and sensitivity training for government officials.

Prosecution

Over the year, Afghanistan made some progress in its anti-trafficking law enforcement efforts. Afghanistan does not have a specific anti-trafficking law, and relies primarily on kidnapping statutes to charge trafficking offenses. Despite reports last year that the Ministry of Justice was in the process of drafting an anti-trafficking law, none has been released or enacted. This year, Afghanistan reported 40-70 arrests of child traffickers. Four prosecutions resulted in 15 convictions, with six traffickers sentenced to jail terms ranging from eight months to 20 years and seven traffickers sentenced to death. However, the government did not report significant measures taken to investigate, prosecute or otherwise curb government corruption, particularly among border guards who are widely believed to facilitate trafficking. Afghanistan should enact an anti-trafficking law, increase law enforcement action against corrupt government officials, and expand training programs for police and members of the judiciary investigating and prosecuting these cases.

Protection

The Government of Afghanistan, with limited resources, made modest improvements in its protection efforts, but deficiencies remain. The government cooperated with Saudi Arabia to repatriate children trafficked for forced begging. While the Government of Afghanistan still lacks a shelter providing medical, psychological, and legal aid to trafficking victims, there are shelters operated by NGOs. Adult victims are sometimes jailed. The government also does not encourage victims to participate in trials of their traffickers. Afghanistan should offer basic shelter services and protection for victims, and prevent the arrest and incarceration of suspected trafficking victims. The government should also ensure that victims have the opportunity to participate in the trials of their traffickers if they choose.

Prevention

During the year, Afghanistan took minimal action to prevent trafficking in persons. The government's national anti-trafficking task force met, but was not active. The government disseminated information about missing children through the media and mosques and conducted limited police training to raise awareness of trafficking. Afghanistan failed to consistently and adequately screen emigrants and immigrants at the border in order to identify trafficking victims or to undertake a broad public awareness campaign on trafficking.

ALBANIA (TIER 2)

Albania is primarily a source country for women and children trafficked for the purposes of sexual exploitation and forced labor. Victims are trafficked to Greece and Italy, with many of these victims trafficked onward to the United Kingdom, France, Belgium, Norway, Germany, and the Netherlands. Internal trafficking within Albania and re-trafficking of Albanian victims to other countries remained a problem in 2005. Reports of Roma and Egyptian children trafficked for forced labor or begging continued.

The Government of Albania does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to produce successful prosecutions and convictions of traffickers, appointed a new full-time national anti-trafficking coordinator with staff, began to implement its witness protection law for trafficking victims, and signed a bilateral anti-child-trafficking agreement with Greece. While the government demonstrated strong law enforcement efforts, overall implementation of the government's protection and prevention programs remained weak. The government should fully implement its witness protection program, encourage a greater number of victims to testify against their traffickers and make efforts to guarantee victims' safety. Comprehensive reintegration and rehabilitation services are critical to prevent the re-trafficking of Albanian citizens. The government as a whole should assume a greater leadership role in the country's anti-trafficking efforts, actively implement its National Action Plan, and vigorously investigate and prosecute trafficking-related corruption at all levels of law enforcement.

Prosecution

In 2005, the Government of Albania actively continued to investigate and prosecute trafficking; it investigated 49 cases, prosecuted 51 traffickers, and convicted 54 traffickers. Albanian courts sentenced more than half of the convicted traffickers to five to 10 years, with some sentences over 10 years — significant penalties for the region. In February 2005, the government established a specialized asset forfeiture unit and thus far has obtained final judgments of forfeiture for two trafficking cases, with additional cases pending. The government failed to conduct its own specialized anti-trafficking training for police, prosecutors, judges, and other relevant law enforcement officials in 2005, but continued to cooperate closely with NGOs and international organizations on border control and various trainings. Reports of trafficking-related corruption in Albania involving government and police officials continued. The government increased its investigations of police officers for involvement in illegal border crossings, but did not find any government officials complicit in trafficking.

Protection

The government sustained its modest efforts to protect and reintegrate trafficking victims during 2005. NGOs and international organizations administered and funded the majority of services for victims; however, the government provided some facilities and personnel. In 2006, the government began using in one case a witness protection program for trafficking victims. While the government approved a national victim referral mechanism in 2005, it did not employ it during the reporting period. In 2005, Albanian police continued to informally refer victims to shelters and re-integration assistance. Police identified and referred 28 victims within the country and referred 214 victims, who were either repatriated or deported back to Albania to the Vatra Center, a leading NGO in Albania providing shelter and services to victims. The Vatra Center reported assisting 238 victims in 2005, more than half of which had been trafficked at least on one other occasion. In addition, another reintegration shelter, Different and Equal, reported assisting 23 women and girls in 2005. The government-run National Victim Referral Center temporarily housed 32 victims in 2005; many were transferred to other shelters for reintegration. In February 2006, the government signed a bilateral agreement with Greece to address child trafficking, which should assist with the return of child trafficking victims to Albania from Greece.

Prevention

The government made some progress in anti-trafficking prevention during the reporting period. In 2005, the government appointed a new, full-time, national coordinator with a dedicated staff of five. It publicly endorsed the previous government's National Action Plan for 2005-2007, though it failed to implement most of the Plan's objectives, including implementing a referral mechanism, improving witness protection, vocational training and other key reintegration efforts, specialized law enforcement training, and a targeted awareness campaign. The government took steps to increase the level of coordination with NGOs and international organizations, but relied primarily on these groups for anti-trafficking prevention and outreach to vulnerable populations and potential victims. The Ministry of Education continued to implement with IOM a project targeting 36 schools in at-risk regions, and in 2005 expanded the project to another 10 schools.

ALGERIA (TIER 2 WATCH LIST)

Algeria is a transit and destination country for men, women, and children from sub-Saharan Africa and Asia trafficked for forced labor and sexual exploitation. Although many victims willingly migrate to Algeria en route to European countries such as Austria, Belgium, and Italy with the help of smugglers, they are often abandoned once they enter Algeria or are forced into prostitution, laborers, and beggars to pay off their smuggling debt. Armed militants also reportedly traffic Algerian women for sexual exploitation and involuntary servitude, and Algerian children may be trafficked for forced labor as domestic servants or street vendors.

The Government of Algeria does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Algeria is placed on Tier 2 Watch List for its lack of evidence of increasing efforts to address trafficking in persons over the last year. Algeria took no steps to assess the scope of trafficking in the country and reported no investigations or prosecutions for trafficking offenses this year. The government's plan to create an office to address human trafficking and appoint a national anti-trafficking coordinator, announced in 2004,

has not been implemented. In addition, the government failed to institute a systematic screening procedure to differentiate trafficking victims from the large population of illegal migrants it arrests and deports every year. Algeria should fulfill its plans to create an anti-trafficking policy structure with the development and implementation of a national action plan against trafficking. It should also significantly increase investigations and prosecutions of trafficking offenses, and screen and protect trafficking victims.

Prosecution

Over the year, Algeria made little discernable progress in its law enforcement efforts against traffickers. Algeria does not have a law specifically criminalizing trafficking in persons, but other sections of the criminal code can be used to prosecute trafficking offenses. Nonetheless, the government reported no investigations or prosecutions of traffickers this year. Algeria is also witnessing increasing activity by organized criminal networks that smuggle and traffic men, women, and children from parts of West Africa and Asia to Europe for sexual exploitation and forced labor, yet did not undertake any coordinated effort to investigate this trend and interdict trafficking rings. The government should significantly increase investigations and prosecutions of trafficking crimes, particularly those orchestrated by organized criminal syndicates.

Protection

Algeria did not take significant measures to improve its protection of trafficking victims since last year. Victims are generally treated as illegal immigrants and are not provided with protective services. The government utilizes no systematic procedure to screen trafficking victims to distinguish them from illegal migrants; as such, police officers regularly arrest those illegally in Algeria, including potential trafficking victims, holding them for several days in jail before deporting them. Algeria also does not refer trafficking victims to local NGOs or support NGOs who may offer protective services to victims. The government did, however, provide specialized training for government officials in recognizing trafficking and dealing with victims of trafficking. The government should improve its protection efforts by screening trafficking victims and providing them with appropriate medical, psychological, and legal care.

Prevention

During the year, Algeria made uneven progress in preventing trafficking in persons. In September 2005, members of the Algerian coast guard attended training on smuggling and trafficking prevention, which will allow them to improve their efforts to monitor Algeria's long and porous borders and maritime ports. The government, however, did not take measures to raise public awareness of the dangers of trafficking and should consider establishing a broad public information campaign to do so. In March 2006, Algeria declined to participate in a Moroccan-sponsored conference on illegal migration that would bring Maghreb and European states together in July 2006 to discuss the issue. Algeria organized an African Union experts meeting on migration in April 2006, but did not invite Morocco to participate in or observe the conference. Algeria and Morocco share a common border along established trafficking and migration routes in the Sahara and would benefit from dialogue on the issue.

ANGOLA (TIER 2)

Angola is a source country for small numbers of women and children trafficked, primarily internally, for forced labor and sexual exploitation. Angolan children are trafficked internally for commercial agriculture, porting, street vending, and forced prostitution; some children are trafficked to Namibia and South Africa for domestic servitude and sexual exploitation.

The Government of Angola does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Future government actions should focus on: proactively investigating suspected human trafficking cases; utilizing existing legal statutes to prosecute cases of forced labor and commercial sexual exploitation; and providing protective services for children rescued from prostitution and forced labor.

Prosecution

Angola's anti-trafficking law enforcement efforts were modest during the reporting period. There are no specific laws that prohibit trafficking in persons, but elements of Angola's constitution and statutory laws, including those criminalizing forced or bonded labor, could be used to prosecute trafficking cases. No human trafficking cases were investigated or prosecuted during the year. National Police became more professional in the past year, but are still unable to properly document and investigate crimes. During the period, the National Institute for Children (INAC) provided several hundred police officers with training on the nature of human trafficking and how to respond to children found on the street. In 2005, 110 officials at border posts in 10 provinces received UNICEF training that addressed international trafficking laws and the collection of immigration and emigration data through new UNICEF-provided computer hardware and software. During the year, over 800 child travelers were screened at the international airport as part of the implementation of a new law requiring documentation for the international travel of unaccompanied minors; no cases of children traveling illegally outside of the country were found.

Protection

The government sustained the provision of significant but unevenly distributed protections for victims of trafficking during the reporting period. Its Institute for Social and Professional Reintegration of Ex-Combatants continued to collaborate with UNICEF and the World Bank to implement protection programs targeting war-affected children, including child soldiers. During the year, former child soldiers, as well as populations that were not initially registered as child soldiers, were provided with primary education, vocational skills training, psychological services, and assistance with civil registration. Since 2003, these programs have been made available to 4,700 adolescents. The Ministry of Assistance and Social Reintegration continued programs that in 2005 reunified 526 separated children with their families. The government provides basic assistance, including shelter in orphanages or with foster families, for trafficking victims on an as-needed basis; it provided no examples of this assistance being utilized during the reporting period.

Prevention

The government made progress in preventing new incidents of trafficking over the last year. The National Commission to Combat Child Labor and Trafficking in Minors met monthly and began, without outside assistance, research on the extent of trafficking in persons and the government's response to the phenomenon in four border provinces. INAC's educational campaign on child commercial sexual exploitation and child abuse increased public awareness through newspaper ads,

radio public service announcements, and speeches and interviews by government officials; this campaign reached approximately 60 percent of the Angolan population. To strengthen local support for vulnerable children during the reporting period, the government established between 15 and 20 community-level “child networks” to promote dialogue between families, religious sects, local police, tribal authorities, provincial government officials, and prominent community members. These networks raised awareness of child protection issues and reduced the rate of child abandonment. The draft national plan of action to combat child trafficking remained under review. The Ministry of Education increased the number of students enrolled in all grade levels by hiring and training new teachers; 10,000 war-affected children residing in areas of heavy demobilization also benefited from the government's 2005 construction of new schools.

ARGENTINA (TIER 2 WATCH LIST)

Argentina is primarily a destination country for women and children trafficked for the purposes of sexual and labor exploitation. Most victims are trafficked internally, from rural to urban areas, for exploitation in prostitution. Argentine women and girls are trafficked to neighboring countries for sexual exploitation. Foreign women and children are trafficked for commercial sexual exploitation, primarily from Paraguay, but also from Bolivia, Brazil, the Dominican Republic, Colombia, and Chile; and Bolivians are trafficked for forced labor.

The Government of Argentina does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Argentina is placed on Tier 2 Watch List for its failure to show evidence of increasing efforts to combat trafficking over the previous year, particularly in the key area of prosecutions. Government efforts to improve interagency anti-trafficking coordination did not achieve significant progress in moving cases against traffickers through the judicial system. However, the government made progress in other areas, by submitting anti-trafficking legislation to Congress in August 2005 and sensitizing provincial and municipal government officials to the trafficking problem. Looking to the coming year, the government should work with Congress to achieve passage of anti-trafficking legislation; increase efforts to prosecute traffickers; expand training for court and law enforcement officials; and work with NGOs to heighten public awareness of the problem.

Prosecution

The government made limited progress in its actions against traffickers during the reporting period. Argentina lacks anti-trafficking statutes; law enforcement used other laws that prescribe penalties of up to 20 years in prison against traffickers. In the absence of anti-trafficking laws, officials were unable to provide accurate information regarding the extent of government actions against traffickers. The data available indicate that authorities launched at least 10 investigations relating to trafficking for sexual and labor exploitation, and arrested more than 33 suspects, including two provincial officials. However, there were no reports of investigations leading to convictions during the reporting period. A special prosecutor's unit for crimes against sexual integrity, child prostitution, and trafficking in persons was created in June 2005; the unit had begun receiving cases, but was not yet fully operational by March 2006.

Protection

The government made modest efforts to assist victims during the reporting period. The Attorney General's Office and provincial Victims Assistance Offices coordinated victim assistance policy through the Federal Council of Victims Assistance Offices and offered a variety of services including medical and psychological treatment, legal counseling, referrals to other sources of assistance, and repatriation. The government did not operate victim shelter and health care facilities dedicated for trafficking, but Victims Assistance Offices worked with social services agencies to ensure that trafficking victims received safe shelter and appropriate care. The government encouraged victims to support prosecutions and worked with source countries directly or referred repatriation requests to IOM. IOM repatriated approximately 40 foreign victims from six countries in the region. Identified trafficking victims were not detained, jailed, or forcibly deported, but more officials require training regarding how to identify and work with victims.

Prevention

The government made notable advances in prevention activities during the reporting period. Comprehensive anti-trafficking legislation was submitted to Congress in August 2005. The legislation defines trafficking according to the standards of the UN Protocol to Prevent, Suppress and Punish Trafficking Persons, Especially Women and Children, and addresses protection and prevention programs. Government agencies trained provincial and municipal officials and launched a national awareness campaign on radio and television regarding violence against women and trafficking in persons.

ARMENIA (TIER 2 WATCH LIST)

Armenia is a major source and, to a lesser extent, a transit and destination country for women and girls trafficked for sexual exploitation largely to the United Arab Emirates (U.A.E.) and Turkey. Traffickers, many of them women, route victims directly into Dubai or through Moscow. Traffickers also route victims to Turkey through Georgia via bus. Profits derived from the trafficking of Armenian victims reportedly increased dramatically from the previous year.

The Government of Armenia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Armenia is placed on Tier 2 Watch List for a second consecutive year because of its failure to show evidence of increasing efforts over the past year, particularly in the areas of enforcement, trafficking-related corruption, and victim protection. While the government increased implementation of its anti-trafficking law, it failed to impose significant penalties for convicted traffickers. The government failed to vigorously investigate and prosecute ongoing and widespread allegations of public officials' complicity in trafficking. Victim protection efforts remained in early, formative stages. Victim-blaming and lack of sensitivity for victims remain a problem among Armenian officials, particularly in the judiciary.

Prosecution

In 2005, the Government of Armenia increased the use of the 2003 anti-trafficking statute under Article 132, which prohibits trafficking in persons for forced labor and sexual exploitation. However, many courts overturned convictions handed down under Article 132, and reduced sentences by converting the charges into lesser pimping charges. The government continued to

apply other criminal codes to about half of its trafficking cases in 2005. During the reporting period, the government investigated 30 trafficking cases, resulting in 14 prosecutions and 17 convictions. While Article 132 provides for longer sentences, penalties actually imposed continue to be insufficient and not commensurate with those for other equally grave crimes in Armenia. During the reporting period, only a few convictions resulted in actual imprisonment; the remaining offenders received suspended sentences, corrective labor and fines. Lack of public confidence and allegations of official complicity continued to hurt the credibility of the government's anti-trafficking efforts. The government established a special task force in February 2006 to investigate widespread allegations against an official within the Prosecutor General's anti-trafficking unit. However, after a cursory investigation, this task force found no evidence of any wrongdoing. The government failed to provide direct training to educate prosecutors and judges on its new trafficking law, although it distributed to police practical guidelines on methods to investigate trafficking cases.

Protection

The Armenian Government continued to rely on international organizations and NGOs to provide protection and assistance to trafficking victims; these non-governmental groups cited good cooperation with government officials. Victim assistance programs reportedly sheltered 16 victims in 2005, the majority referred by Armenian officials. Notably, the police took the initiative to invite NGOs to screen and interview four suspected trafficking victims. A formalized screening and referral mechanism has yet to be developed or implemented among law enforcement officials. Some victims continue to receive poor treatment during court cases, reducing the likelihood of future victims willing to come forward to testify against their traffickers.

Prevention

In 2005, official recognition and acknowledgment of trafficking in Armenia improved and the government began to implement its January 2004 National Action Plan (NAP). Government officials made public appeals to help raise awareness about trafficking. The government joined UNDP in raising awareness about trafficking. The Department for Migration and Refugees (DMR) included trafficking information in its outreach activities through the distribution of brochures and visits to rural regions in Armenia. The DMR also developed a draft law on regulating labor migration, to include licensing for employment agencies that recruit people for jobs abroad. The government continued to provide housing to vulnerable children released from Armenian orphanages.

AUSTRALIA (TIER 1)

Australia is a destination country for women from Southeast Asia, South Korea, and the People's Republic of China (P.R.C.) trafficked for the purposes of sexual exploitation. The majority of trafficking victims are women who travel to Australia voluntarily to work in both legal and illegal brothels but are deceived or coerced into debt bondage or sexual servitude. The Australian Crime Commission reports that deceptive practices in contract terms and conditions, which often mask debt bondage, appear to be increasing among women in prostitution, while deceptive recruiting practices appear to be decreasing. There were also some reports of internal trafficking in Australia.

The Government of the Australia fully complies with the minimum standards for the elimination of trafficking. Over the reporting period, Australia passed important criminal code reforms that

strengthened its domestic trafficking laws, namely defining the crime of debt bondage. Additionally, the government continues to be a regional leader in the Bali Process on People Smuggling, Trafficking in Persons, and Related Transnational Organized Crime. The government provides adequate resources to anti-trafficking efforts and works regionally to train officials and law enforcement on prevention and detection of trafficking-related crimes. Despite important gains, over the past three years there have been no convictions or punishment of traffickers, a key deterrent to trafficking crimes.

Prosecution

The Government of Australia continued to pursue trafficking prosecutions during the year. Government law enforcement agencies consolidated their trafficking detection and prosecution efforts during the year, despite setbacks in the courts. Five prosecutions are underway in the country, one of which commenced during the reporting period. Two other cases were dismissed because the juries could not reach verdicts. The government plans to retry one case; the main government witness in the other case declined to make herself available for a re-trial. Nonetheless, the Australian Federal Police's Transnational Sexual Exploitation and Trafficking (TSET) team reported 14 trafficking investigations during the last year. Australian authorities investigated 11 child sex tourism cases: three persons were prosecuted and convicted and five are still under investigation. Of the three convicted pedophiles, two received short custodial sentences — one of three years — and one was released on conditional court order.

Protection

The Government of Australia provides a comprehensive package of care for trafficking victims, their immediate family members or witnesses who are able and willing to aid in a criminal investigation, though application of this program has been criticized by anti-trafficking NGOs in the country. There are three types of visas available to trafficking victims: Bridging F Visas; Criminal Justice Stay Visas; and Witness Protection Visas (temporary) and (permanent). Bridging F Visas permit a person otherwise ineligible to remain in Australia for up to 30 days as long as the person is deemed by law enforcement authorities as important to a criminal investigation. Criminal Justice Stay Visas are granted to victims for longer terms of residency if police decide that their presence is required for an investigation or prosecution; however, in practice, this means they must make themselves available to serve as a witness in a prosecution. Witness Protection Visas (temporary) and (permanent) are granted if a victim provides a "significant contribution" to a criminal investigation or prosecution, and in order to qualify for a permanent Witness Protection Visa a person must have held a Witness Protection (temporary) Visa for at least two years. The Witness Protection (permanent) Visa is designed to protect victims from retribution they would face if they had to return to their country of origin. To date, no Witness Protection (Trafficking) Visas have been issued to victims of trafficking; however, four victims are currently under consideration.

Individuals granted status under these special visa classes are entitled to a package of benefits, including shelter, counseling, and food and living allowances. The benefit program is administered by the government's trafficking care program (VOTCare). Thirteen new persons, including eight recipients of bridging F visas, received assistance during the reporting period and a total of 54 potential victims, including 42 holders of Bridging F Visas have received assistance since the VOTCare program began on January 1, 2004. No witness protection visas have thus far been granted in cases where victims have participated in a criminal prosecution. The result is that some victims may be asked to participate in a criminal prosecution of their trafficker without assurances of their immigration status at the end of the case.

Prevention

Australia supports strong prevention efforts in the country as well as in source countries. Australia is a prominent leader in many regional projects aimed to detect, prevent, and raise awareness on matters relating to trafficking in persons. The government provides regular, systematic, and specialized training for law enforcement officials on the identification of trafficking. It continues to work through its interdepartmental committee to implement its 2003 action plan to eradicate trafficking in persons, which received substantial funding for its implementation. Additionally, the government regularly provides funding to NGOs and service providers to care for and assist trafficking victims.

AUSTRIA (TIER 1)

Austria is a transit and destination country for women from Romania, Bulgaria, Russia, Belarus, Moldova, Ukraine, and some African countries trafficked for the purposes of sexual exploitation. The IOM estimates there are 7,000 foreign victims in Vienna alone. Victims are transited through Austria to Italy, France, and Spain. In 2005, 700 Roma girls from Bulgaria were identified in Vienna; these children were trafficked for purposes of forced petty theft and commercial sexual exploitation.

The Government of Austria fully complies with the minimum standards for the elimination of trafficking. Austria in January 2006 eliminated a “dancer” visa that had been used to traffic women into the country. The government's Task Force on Trafficking in Human Beings worked to develop a National Action Plan. Although Austria has a commendable record on anti-trafficking efforts, the government should consider strengthening trafficking sentences and ensure that traffickers serve their prescribed time in prison. Police should also devote more resources to combat human trafficking. The government should consider expanding its prevention campaign to include demand-reduction programs.

Prosecution

The Austrian Government increased its law enforcement efforts over the reporting period. In 2005, police filed 168 trafficking cases with the public prosecutor. Authorities conducted a total of 192 trafficking prosecutions utilizing several trafficking-related statutes. Conviction data for 2005 was unavailable at the time of this Report; however, Austrian courts in 2004 convicted 49 traffickers, an increase from 11 convictions in 2003. Fourteen traffickers received prison sentences ranging from one to 12 months, seven traffickers received sentences of one to three years, while only two traffickers received sentences of three to five years in prison. Twenty-four traffickers received partially suspended sentences and served an unspecified amount of time in prison. Two traffickers received a fine and served no prison time. The recent prosecution of serial trafficker and former Olympic figure skater Wolfgang Schwartz highlighted serious concerns about Austria's willingness to enforce prescribed prison sentences for convicted traffickers. Schwartz was convicted in 2002 of trafficking women for sexual exploitation, but was never forced to serve his one and one-half year prison sentence. Police launched investigations against clients of a trafficking ring that victimized underage girls; this case remains ongoing and police had made no arrests at the time of this Report. Cooperation between Austrian and Bulgarian law enforcement authorities improved on the matter of child trafficking during the reporting period; in March 2006, two Bulgarian liaison officers were

posted to Vienna for one month. Their presence significantly reduced the number of Bulgarian child victims arrested for pick-pocketing, according to Austrian police.

Protection

Austria continued to provide a high level of assistance and protection to victims of trafficking over the last year. Victims qualify for temporary residence visas. The government fully funds a key anti-trafficking NGO in Austria; in 2005, the government approved a five-year funding commitment for the NGO that improved the NGO's stability and its ability to plan and execute the delivery of its services. Victims had full access to the Austrian social system.

Prevention

Austria focused much of its prevention effort in source countries. In September 2005, Austrian embassies and consulates in Russia, Belarus, and Ukraine began issuing special information about the dangers of forced prostitution to women who applied for visas and declared their intention to work as exotic dancers or in a similar profession considered at-risk for trafficking. These embassies and consulates also now require these women to apply for visas in person in order to exercise more control over such potential victim cases. The city of Vienna subsidized five projects in Moldova, Hungary, Albania, Macedonia, and Bulgaria.

AZERBAIJAN (TIER 2)

Azerbaijan is primarily a source and transit country for men, women, and children trafficked for the purposes of sexual exploitation and forced labor. Most Azerbaijani victims were trafficked for sexual exploitation to Turkey and the Persian Gulf. Other destinations include Russia, Germany, and Greece. Reports of internal trafficking also continued, as did reports of men trafficked to Turkey and Russia for forced labor.

The Government of Azerbaijan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government undertook important steps to prevent and combat trafficking during the reporting period. In 2005, the government passed anti-trafficking legislation, appointed a new national anti-trafficking coordinator, fully vetted the staff of an anti-trafficking police unit, nearly completed renovations of a trafficking shelter, and created two new trafficking hotlines. The government should take immediate and tangible steps to improve victim rehabilitation by opening, adequately staffing, and fully funding its shelter for trafficking victims. It should also implement a nation-wide victim referral mechanism so that law enforcement personnel improve identification and protection of trafficking victims.

Prosecution

In 2005, the Government of Azerbaijan adopted its Law on the Fight Against Trafficking in Persons and adopted corresponding amendments to the criminal code. The law covers trafficking for both forced labor and sexual exploitation and carries a maximum penalty of 10 to 12 years. Due to the late passage of the criminal code amendments, however, the government continued to use older trafficking-related laws to prosecute traffickers in 2005. During the reporting period, the government opened 160 trafficking investigations and prosecuted 153 cases, resulting in 93

convictions. By the end of the reporting period, 37 traffickers were in prison. The government gave fines to 26 convicted traffickers and gave suspended sentences to 10 convicted traffickers in 2005. During the reporting period, the government completed a thorough vetting process, including conducting exams and background investigations, for its anti-trafficking police unit to ensure the unit meets international standards. The Ministry of Interior worked with customs and border officials to monitor and identify potential trafficking victims at airports, seaports, and land crossings and in January 2006 announced the disruption of a transnational trafficking ring. The Azerbaijani Government cooperated with U.S. counterparts to provide critical information for the prosecution of a U.S. trafficking case involving Azerbaijani victims in 2005. Reports of border guards and law enforcement officials receiving bribes to facilitate trafficking continued. The government established an anti-corruption commission last year to address pervasive corruption.

Protection

The Government of Azerbaijan continued to provide an inadequate level of assistance and support to victims in 2005. During the reporting period, the government failed to develop or implement a formal screening and referral mechanism to identify and assist victims. Although officials informally referred victims to state healthcare facilities, these facilities lack the capacity to provide the required specialized treatment or information for victims of trafficking. Some police referred victims to NGOs; however, a lack of adequate shelters in Azerbaijan forced NGO workers to use their own homes to shelter victims. The government made significant progress constructing and renovating a new trafficking shelter during the reporting period; the shelter is expected to open in spring 2006.

Prevention

The Government of Azerbaijan established two nation-wide trafficking hotlines in 2005. During the reporting period, the government conducted joint seminars with NGOs on trafficking throughout Azerbaijan, demonstrating increased interaction with civil society on trafficking. The State Committee on Women, Children and Families incorporated trafficking prevention into its education and trainings that targeted women from all sectors of society. The anti-trafficking coordinator led the government's inter-agency task force in coordinating communication among agencies.

BAHRAIN (TIER 2 WATCH LIST)

Bahrain is a destination country for men and women trafficked for the purposes of involuntary servitude and sexual exploitation. Men and women from India, Pakistan, Nepal, Sri Lanka, Bangladesh, Indonesia, Thailand, and the Philippines migrate willingly to Bahrain to work as laborers or domestic servants, but may be subjected to conditions of involuntary servitude when faced with exorbitant recruitment and transportation fees, withholding of their passports, restrictions on their movement, non-payment of wages, and physical or sexual abuse. Women from Thailand and Eastern Europe are also believed to be trafficked to Bahrain for the purpose of commercial sexual exploitation or forced labor. For instance, the Thai Ministry of Foreign Affairs reports that it assisted 154 Thai women return to Thailand, many of whom are believed to be victims of trafficking.

The Government of Bahrain does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Bahrain is placed on Tier 2 Watch List

because its significant efforts to address trafficking in persons, as assessed by this Report, are based largely on pledges of future efforts over the coming six months. Specifically, the government did not enact a comprehensive anti-trafficking law extending labor protection to domestic workers; however, a draft comprehensive anti-trafficking and labor law has been submitted for cabinet approval and should be passed in the near future. Moreover, although the government still has not opened a shelter to house victims of trafficking, the government has taken steps forward, such as allocating a budget and approving a site; the Government of Bahrain should take active measures to ensure that this shelter is opened soon. The government inter-agency committee coordinated the efforts of various ministries to help foreign workers. Bahrain should take measures to enact and enforce the anti-trafficking legislation it has drafted, explore new and additional ways to protect domestic workers, and follow through on commitments to open a shelter for victims of trafficking in the imminent future. Bahrain should also ensure that trafficking victims are not detained and deported.

Prosecution

During the year, Bahrain made some progress in investigating and prosecuting traffickers. Bahrain does not have a comprehensive anti-trafficking law, and did not enact draft legislation that criminalizes all forms of trafficking, although this legislation may be enacted soon. Other sections of the criminal code can be used to prosecute trafficking offenses, but Bahrain did not report any prosecutions or convictions this year. Despite reports that the Public Prosecutor's office received 92 cases this year, the government did not provide evidence that these cases were ever prosecuted. The Ministry of Labor employs mediation practices to resolve complaints before they rise to the level of legal action. The government has supported anti-trafficking training of law enforcement, judges, prosecutors, lawyers, NGO representatives, and employers through workshops. In addition, labor inspectors closed three recruitment agencies for labor violations and placed one on probation. The government should enact its draft legislation and increase investigations and criminal prosecutions of traffickers and recruitment agencies complicit in trafficking.

Protection

Bahrain took some significant measures to improve its protection of trafficking victims since last year. Although Bahrain allocated a budget and land for a shelter, the shelter has yet to be opened. The government does not otherwise provide shelter, medical or psychological care, or legal aid to victims of trafficking. Some illegal foreign workers are detained and deported without adequate protection. Hotlines are available to register complaints from foreign workers, but currently operate only during working hours. The government has instructed police not to return foreign workers to their employers if there is a risk of violence against the worker. Bahrain should significantly improve its protection efforts by extending the hours of hotline operations, and should refrain from deporting victims of trafficking.

Prevention

Bahrain made some progress in its efforts to prevent trafficking in persons. The government distributed multi-lingual brochures detailing workers' rights and assistance resources at airports, health centers, and foreign embassies. The Ministry of Labor also advertised two hotlines in the English-language newspaper. In 2005, the Ministry of Labor conducted seminars, in which both management and laborers participated, at 13 companies at which problems had been reported. The government should take measures to inform employers of the rights of foreign workers and the consequences for violation of these rights. To prevent the non-payment of wages, the Ministry of Labor is working with the banking sector to establish bank accounts for foreign workers so that employers can electronically transfer the workers' paychecks.

BANGLADESH (TIER 2)

Bangladesh is a source and transit country for men, women, and children for the purposes of sexual exploitation, involuntary domestic servitude, child camel jockeying, and debt bondage. Women and children from Bangladesh are trafficked to India and Pakistan for sexual exploitation. Bangladeshi women migrate legally to Gulf states—Qatar, Bahrain, Kuwait, the U.A.E., and Saudi Arabia—for work as domestic servants, but often find themselves in situations of involuntary servitude. In addition, Bangladeshi boys are trafficked to the Gulf to serve as camel jockeys and internally as bonded laborers in the fishing industry. Women and girls from rural areas are trafficked internally for sexual exploitation and domestic servitude. Burmese women trafficked to India for sexual exploitation transit Bangladesh.

The Government of Bangladesh does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Bangladesh continued to make progress on efforts initiated two years ago. The government repatriated 166 child camel jockeys from the U.A.E., rescued 160 children from bonded labor in the fishing industry, launched a broad public awareness campaign, and provided anti-trafficking training to border guards and diplomats. Despite these achievements, Bangladesh continues to face a significant internal and international trafficking problem. Bangladesh should assign greater priority and resources to its law enforcement response to trafficking. It should also institute programs to protect witnesses.

Prosecution

The Government of Bangladesh sustained efforts to punish traffickers in 2005, prosecuting 87 cases and convicting 36 traffickers – 27 of whom received life sentences. Although the number of prosecutions increased over 2004, the number of convictions declined. Police also arrested 150 alleged traffickers. Notably, Bangladesh began prosecutions against child camel jockey traffickers. Although a lack of resources hinders investigations, Bangladesh expanded anti-trafficking police units to every district to encourage victims to testify against their traffickers and to compile data on trafficking. In response to inadequately trained police and prosecutors, the government worked with legal experts to provide specialized training to prosecutors and with IOM to develop a trafficking course for the National Police Academy. Despite persistent reports of security personnel complicity in trafficking, the government has investigated only three such cases since June 2004, charging eight officials with trafficking complicity.

Protection

The Government of Bangladesh continued to provide an inadequate level of protection to victims of trafficking over the reporting period. With limited resources, the government supported crisis centers in hospitals that are open to trafficking victims, but it also relied heavily on NGOs to provide legal, medical, and psychological care to victims. Of the 166 child camel jockeys repatriated from the U.A.E., 144 have returned to their families, 16 are preparing for reunification, and authorities are searching for relatives of the remaining six. Bangladesh should institute a system to protect witnesses from retribution and to encourage more to testify at trials against traffickers.

Prevention

Bangladesh made significant progress in its trafficking prevention efforts throughout the year through broad public awareness campaigns and specialized training. A campaign of public service announcements aired 3,152 television spots and 305 radio announcements warning the public of the

dangers of trafficking. The Ministry of Social Welfare also provided anti-trafficking information to micro-credit borrowers, reaching over 400,000 at-risk women. Bangladesh noticeably improved its training efforts, providing entry-level diplomats and over 20,000 border guards with specialized anti-trafficking training. Over 2,100 imams received training on the risks, threats, and modalities of trafficking and 100 imams received training as trainers. As a result, 2,667 imams delivered specific anti-trafficking messages during Friday prayer services in 2005, reaching millions of people.

BELARUS (TIER 2)

Belarus is primarily a source country for women and children trafficked to Europe, North America, the Middle East, Japan, and South Korea for the purpose of sexual exploitation. Reports of men trafficked for forced labor to Russia increased significantly in 2005. IOM assisted an increased number of Belarusian men and women trafficked for sexual exploitation and forced labor over the last year. Traffickers continued to utilize the open border between Russia and Belarus to move victims both eastward and westward.

The Government of Belarus does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government adopted amendments to its criminal code to enhance its anti-trafficking enforcement framework and improve victim protection in 2005. Lack of adequate funding for victim protection, however, hampered the government's ability to deliver consistent assistance to victims and undertake new anti-trafficking responsibilities. The government should provide additional training to officials to raise general awareness and improve victim identification throughout Belarus. The government's inter-agency task force on trafficking should meet more regularly to increase coordination and communication among relevant agencies and NGOs and to streamline its anti-trafficking response.

Prosecution

The Government of Belarus continued to strengthen its law enforcement response to trafficking in 2005. The government increased the maximum penalty for convicted traffickers to 15 years and amended the law to protect trafficking victims from criminal prosecution, but only for victims who cooperated in an investigation and prosecution. During the reporting period, the government stepped up its enforcement efforts by investigating 359 suspected traffickers – a 56 percent increase from the previous year – and securing 173 convictions. Sentences ranged from fines to 15 years in prison. In March 2005, the government convicted four individuals for trafficking more than 30 Belarusian women to Europe and Canada via Ukraine; the prosecutor appealed the case to increase their sentences. Reports of law enforcement and border officials' complicity in trafficking continued in 2005. Although the government reportedly pursued a crack-down on all types of border-related corruption, particularly among customs officials, the government failed to report any efforts to investigate or prosecute acts of corruption.

Protection

In August 2005, the government issued an edict that defines the status of trafficking victims and provides protection and medical care for trafficking victims. However, the government did not provide any specific funding to implement these mandated reintegration and rehabilitation services. The Belarus Government relied primarily on NGOs to provide victim assistance, although the

government continued to provide some in-kind logistical support. Law enforcement officials significantly increased the number of victim referrals to NGOs and IOM; a total of 563 victims received reintegration assistance from IOM in 2005.

Prevention

In 2005, the government continued to rely primarily on international organizations to disseminate anti-trafficking information. The Ministry of Interior did, however, help raise public awareness by referring appropriate callers to its general information hotline or to an anti-trafficking NGO hotline. In addition, the government periodically ran anti-trafficking awareness advertisements in state media. High-level public officials spoke out against trafficking and acknowledged the seriousness of the problem in Belarus, helping to raise official awareness at the local level. Through a Presidential decree, the government increased regulation of employment, modeling, and marriage agencies to prevent traffickers from fraudulently recruiting victims in 2005. In addition, the government now requires those seeking work or study abroad to obtain permission from the government. Some outside observers noted that the government's recent anti-trafficking actions might negatively affect Belarus citizens traveling for legitimate purposes.

BELGIUM (TIER 1)

Belgium is a destination and transit country for women and children from Central Europe, Asia, and Sub-Saharan Africa, primarily trafficked for the purpose of sexual exploitation. Men are trafficked for exploitive labor in restaurants and sweatshops. Reportedly, trafficking for forced labor and forced begging increased from past low levels. There were reportedly eight domestic servants who were brought to Belgium by diplomatic personnel and then subjected to conditions of involuntary servitude. Six of these cases are in advanced stages of investigation.

The Government of Belgium fully complies with the minimum standards for the elimination of trafficking. Belgium made appreciable progress to combat trafficking in 2005 by strengthening its anti-trafficking laws to both meet international standards and prohibit child sex tourism, as well as by improving victim protection and raising awareness of the problem. The government continued to vigorously investigate and prosecute trafficking and provided victims with specialized protection and assistance. A more tailored reintegration assistance program for victims would further strengthen the government's response to the trauma suffered by victims. The government should publish full statistical evidence illustrating that traffickers receive substantial punishments commensurate with the heinous nature of the crime to deter traffickers. To supplement existing anti-trafficking efforts, the government should also implement a focused and highly visible demand reduction campaign aimed at potential clients to emphasize the link between prostitution and sex trafficking.

Prosecution

The Government of Belgium continued to improve its law enforcement response to trafficking during the reporting period. In 2004, the government investigated 276 cases of trafficking and convicted at least 50 traffickers, but was unable at the time of this Report to provide full data on sentences for 2004. In 2005, the government amended its trafficking law to harmonize it with prevailing international standards on trafficking. Penalties for trafficking carry a maximum penalty

of 10 to 20 years' imprisonment. In a landmark case in October 2005, a Pakistani national received eight years' imprisonment and a 55,000 Euro fine for running a trafficking network in Belgium. In addition in 2005, for the first time the government prosecuted a sex tourist, sentencing a Belgian national to 10 years in prison for sexually abusing over 200 children in Thailand over a 20-year period. Although forced or bonded labor within Belgium's diplomatic community was reported to be a problem, there were delays with the government's investigation and prosecution of these reported cases. The Ministry of Foreign Affairs actively issued 10 sanctions, and 20 letters of intent to sanction to accredited diplomats over the past two years. During the reporting period, the government provided protection and residence to the victims involved in these cases in exchange for their cooperation in ongoing investigations. In 2005, the Ministry of Justice conducted/organized specialized training for magistrates handling trafficking cases. There were no reports of officials' complicity in trafficking over the last year.

Protection

The Belgian Government in 2005 continued to subsidize three specialized trafficking shelters providing assistance to victims of trafficking, and NGOs continued to report excellent cooperation and coordination with law enforcement. NGOs praised Belgium's family reunification efforts for trafficking victims; in 2005, the government reunited a Romanian mother with her two children, providing them with significant support. During 2005, the three shelters cared for 198 trafficking victims. The government continued to provide victims a 45-day "reflection" period of care during which they could consider whether to assist in the investigation of their traffickers; subsequent government protection was linked to a victim's willingness to testify. In practice, the Belgian government granted permanent residency to many victims who assisted in prosecutions. Over a third of the current residents in Belgium's shelters have been granted indefinite residence status and thus qualify for the full social benefits available to Belgian citizens, including access to job training, rehabilitation, and medical treatment.

Prevention

Belgium sustained strong efforts to prevent new incidents of trafficking. In 2005, the government established a new smuggling and trafficking analysis center to coordinate its anti-trafficking response. In 2005, the government launched a public awareness campaign on the exploitation of children using billboards in public transit and other areas of public space. The government continued to co-sponsor an awareness raising campaign to warn and educate Belgian travelers about child sex tourism. The Ministry of Labor continued to conduct periodic workplace raids in high trafficking exploitation industries. Belgium continued to fund regional and global anti-trafficking prevention campaigns in source countries.

BELIZE (TIER 3)

Belize is a source, transit, and destination country for men, women, and children trafficked for the purposes of labor and sexual exploitation. Women and girls are trafficked to Belize, mainly from Central America, and exploited in prostitution. Children are trafficked to Belize for labor exploitation. Belize's largely unmonitored borders with Guatemala, Honduras, and Mexico facilitate the movement of illegal migrants who are vulnerable to traffickers. Girls are trafficked within the country for sexual exploitation, sometimes with the consent and complicity of their

close relatives. There are also unconfirmed reports that Indian and Chinese migrants are trafficked for involuntary servitude in homes and shops.

The Government of Belize does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Belize failed to show evidence of significant law enforcement or victim protection efforts over the last year. Laws against trafficking remained weak and largely unenforced, adult victims received no attention or assistance, and the government made no significant effort to raise public awareness and work with vulnerable populations.

Prosecution

Anti-trafficking laws remained weak and the government made negligible progress in identifying and punishing traffickers during the reporting period. Law enforcement officials investigated five trafficking cases, prosecuted three, and convicted two traffickers. The country's anti-trafficking statute provides for a \$5,000 fine or imprisonment for one to five years. In practice, recent convictions have resulted in one-year sentences. Penalties for sex crimes are significantly greater and prosecutors could use the more serious charges, when appropriate, against traffickers, but no such instances were confirmed during the reporting period. The National Assembly considered revisions to the Liquor Licensing Act that would bar convicted traffickers from receiving liquor licenses. However, police and prosecutors generally lack the resources needed to pursue anti-trafficking investigations and bring traffickers to trial. Although there are allegations of general corruption in Belize, there were no specific allegations of trafficking complicity; there were no known investigations or prosecutions of public officials for trafficking complicity.

Protection

The Government of Belize's protection services throughout the last year were minimal and did not meet victim needs. The anti-trafficking law provides specific victim protection policies, including temporary legal residence and protection from prosecution for victims willing to testify. However, the government operates no witness protection programs and there were no known attempts to identify foreign victims who might have requested such services. The government offered no programs for shelter or health care services to victims; normally, these costs are only covered if the victim's trafficker is convicted and ordered to pay restitution. Most of the few identified trafficking victims were referred to battered women's shelters or, in the case of minors, a children's home that offers care until the children can be returned to their homes. The government provided full assistance (shelter, medical aid, and financial help) to one Belizean child victim returned from El Salvador.

Prevention

The government failed to carry out any significant trafficking prevention efforts during the period. Prevention awareness and sensitivity training fall almost exclusively to organizations outside the government, such as IOM, the Organization of American States, ECPAT, and some public media outlets. The anti-trafficking committee completed a first draft of a National Plan of Action and submitted the plan to the Cabinet in December 2005. The government cites lack of resources as a primary factor in its failure to do more.

BENIN (TIER 2)

Benin is a source, transit, and destination country for children trafficked for forced labor and sexual exploitation. According to the ILO, the vast majority of Beninese victims are trafficked within Benin, while most of the remaining victims are trafficked to Nigeria, Gabon, Cote d'Ivoire, Ghana, and Niger. A much smaller number of victims are trafficked to Benin from Niger, Togo, and Burkina Faso. Children are trafficked as domestic servants, plantation laborers, and street vendors, and for work in commercial enterprises, the handicraft industry, and construction.

The Government of Benin does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To strengthen its response to trafficking, the government should promulgate and enforce its anti-trafficking legislation and increase protection and prevention efforts.

Prosecution

The Government of Benin has demonstrated increased efforts to combat trafficking through law enforcement in the last year. The National Assembly passed a law prohibiting child trafficking in January 2006, though the government still needs to promulgate the law before it can be enforced. The Ministry of Justice established a new statistical unit that has begun to collect trafficking crime statistics. From January to October 2005, the government used older statutes to prosecute 83 trafficking cases, 20 of which have resulted in convictions and prison terms of three months to one year. The government is working with UNICEF to form a steering committee responsible for overseeing the drafting of a Children's Code to provide increased legal protection to children. Benin signed a bilateral agreement with Nigeria in June 2005 and a multilateral agreement with eight other West African nations in July 2005. The Police Minors' Protection Brigade (BPM) actively investigates trafficking, but is handicapped by a lack of resources. While the government has not initiated trafficking training for law enforcement, the BPM participated in a UNICEF-sponsored training.

Protection

The Government of Benin continued to provide minimal protection to trafficking victims over the last year. Although the government does not operate its own shelter, police and ministry officials work with NGOs and international organizations to provide victims with care. Most victims are first taken into custody by the BPM, where they are interviewed before being referred to NGO shelters for care. These interviews are conducted by law enforcement officials without the involvement of skilled counselors. Law enforcement authorities intercepted 140 victims in 2005 and repatriated 15 victims to Togo and Nigeria. The Ministry of the Family also cooperates with international organizations, NGOs, and a network of 1,141 local anti-trafficking committees throughout the country to provide victim care. For example, the Ministry works with UNICEF to help reintegrate repatriated Beninese victims at a vocational training center. However, a shelter built in Benin by a foreign donor over a year ago with the capacity to hold 160 victims remains unused. Victims are not punished for crimes directly related to being trafficked.

Prevention

The Government of Benin continued to make limited efforts to raise public awareness about trafficking. The government has collaborated with UNICEF to hire a consultant to assist with drafting a national action plan to combat child trafficking. While the inter-ministerial committee to combat trafficking has

not met regularly, the government plans to restructure and strengthen this committee in 2006. The government has collaborated with NGOs and international organizations to raise awareness about trafficking. For example, the Ministry of Labor, together with ILO-IPEC and seven domestic union organizations, sponsored campaigns to educate employers to respect child labor laws.

BOLIVIA (TIER 2 WATCH LIST)

Bolivia is a source and transit country for men, women, and children trafficked for the purposes of labor and sexual exploitation. Victims are primarily trafficked within the country, but a significant number are also trafficked to neighboring South American countries and to Spain. Many victims are minors trafficked internally for sexual exploitation, forced mining, and agricultural labor. Bolivian workers have been trafficked to sweatshops in Argentina and Brazil, and to Chile for involuntary servitude. Illegal migrants from Asia transit Bolivia; some may be trafficking victims.

The Government of Bolivia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government made clear progress in several key areas over the last year and, as a result, moved up from Tier 3. Bolivia is placed on Tier 2 Watch List for its failure to show evidence of increasing efforts to combat trafficking in the areas of trafficking prosecutions and victim protection. Nevertheless, during the reporting period, government officials demonstrated increased resolve to combat trafficking and a heightened understanding of the problem. The government enacted anti-trafficking laws, raised public awareness, and increased trafficking investigations. The government should intensify efforts to investigate and prosecute traffickers, work with NGOs and local governments to raise public awareness, and increase victim assistance.

Prosecution

The Government of Bolivia made modest but increasing efforts to strengthen and enforce laws against trafficking during the reporting period. It enacted penal code reforms against commercial sexual exploitation of minors and criminalized all forms of trafficking, setting trafficking penalties of eight to 12 years' imprisonment. Special anti-trafficking police and prosecutor units in La Paz investigated 25 new cases against traffickers from June to December 2005, prosecuted seven, and obtained one conviction. Law enforcement used statutes against trafficking, corruption of minors, kidnapping, and pimping pending enactment of the new anti-trafficking legislation. The government also established anti-trafficking police units in the cities of Santa Cruz and Cochabamba. Authorities relied on outside sources to provide anti-trafficking training for police, prosecutors, and judges. A severe lack of resources hampered the government's ability to combat trafficking more effectively. Corruption, otherwise endemic in Bolivia, was not identified as a major factor in trafficking; there were no reports of officials involved in trafficking.

Protection

The government slightly increased protection efforts during the reporting year, but services were inadequate overall and unavailable to many trafficking victims. Severely limited funding for social welfare programs resulted in the absence of government operated or supported shelters for trafficking victims. The government relied upon municipal authorities to furnish legal services, emergency shelter, counseling, and health care to trafficking victims. The city of La Paz opened an

emergency shelter and a local hotline that served hundreds of victims of abuse and commercial sexual exploitation. Law enforcement referred victims to the emergency shelter or NGOs for assistance. Family Protection Brigade Units in cities like Cochabamba provided short-term care and shelter to some trafficking victims; such units were constrained by an acute lack of resources.

Prevention

The government made limited progress in trafficking prevention activities during the reporting period. National leaders, including acting President Rodriguez, spoke out against trafficking. They also created an interministerial commission to coordinate anti-trafficking policies and worked with municipal authorities and schools to increase public awareness of the dangers of trafficking. Most prevention activities were left to NGOs and international organizations.

BOSNIA AND HERZEGOVINA (TIER 2)

Bosnia and Herzegovina (BiH) is a country of origin, transit, and destination for women and girls trafficked internationally and domestically for the purpose of sexual exploitation. There were some reports of trafficking of Roma children within BiH for forced labor. Victims primarily originate from Moldova, Ukraine, and Romania; other source countries include Russia and Serbia and Montenegro. As in most countries in the region, traffickers targeted younger victims and trafficking occurred increasingly underground, from cafes and gas stations to private apartments and homes.

The Government of Bosnia and Herzegovina does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government demonstrated increased efforts to address trafficking during the reporting period, particularly in the area of victim protection. In 2005, the BiH Government actively investigated trafficking cases and improved law enforcement capacity through specialized training on recognition and investigation. The government successfully implemented a formal victim screening and referral process. The government increased the number of trafficking investigations; however, sentences for trafficking remained low or suspended. While it achieved a high rate of convictions, the BiH Government should be more proactive in aggressively prosecuting trafficking crimes by ensuring penalties are sufficient to deter traffickers. The government should also increase efforts to address trafficking-related complicity of public officials. Overall, the government demonstrated significant progress and has laid the groundwork for greater future success.

Prosecution

The Government of Bosnia and Herzegovina significantly increased its law enforcement efforts in 2005 by conducting 70 investigations, up from 47 the previous year; the 70 new investigations involved 118 defendants. The government prosecuted 22 cases, of which 19 resulted in convictions; 12 convicted traffickers received suspended sentences. Three cases resulted in acquittals. Length of sentences imposed by the courts increased slightly; in February 2006, courts handed down a five and a half year sentence, the second-longest sentence for trafficking in Bosnia. However, judges continued to use suspended sentences in the majority of trafficking cases, often a result of plea agreements. In a September 2005 case that resulted in the death of a Ukrainian victim in 2004, the government failed to ensure punishment that adequately reflected the heinous nature of the offense;

the primary traffickers were sentenced to less than three years, far below the maximum available penalty for trafficking. Active coordination of the anti-trafficking strike force with police and prosecutors resulted in four successful raids in 2005. The State Border Service (SBS) trained its officers at airports and border crossings on victim identification, interviewing techniques, and referral procedures. All officers consulted a screening questionnaire to assist them in evaluating victims. There were isolated instances over the reporting period of low-level officers taking bribes and facilitating trafficking. The government launched three new investigations into official complicity in trafficking; two investigations involving three officers from the previous reporting period remained ongoing. The government has yet to issue an indictment or officially charge any officials for their involvement in trafficking.

Protection

The BiH Government took concrete steps to improve its victim protection efforts over the last year. The government implemented a victim referral agreement with NGOs for screening, identifying, and assisting foreign victims. The government increased funding for victim protection and signed an memorandum of understanding with five NGOs to provide victims with shelter and counseling. NGOs and IOM reported assisting a total of 88 victims in 2005. Trafficking victims identified and referred by the government automatically qualify for three month temporary residency, making BiH one of the few countries in Europe to allow some form of residency for trafficking victims.

Prevention

The Office of the State Coordinator assisted in the development and implementation of public awareness and prevention campaigns in 2005. This included a major national campaign targeting both potential consumers and young victims. In 2005, the State Coordinator participated in local capacity building to respond to trafficking and helped raise awareness about child begging and forced labor of Roma children. The government, with substantive input from NGOs and other relevant stakeholders, developed, disseminated, and began implementation of its 2005-2007 National Action Plan, and approved a 2006 Plan in February 2006. NGOs and international organizations cite excellent cooperation with the State Coordinator, who chairs a regular working group of NGOs and international organizations to assess implementation of victim protection and prevention efforts. The State Coordinator continued to publish an annual report on trafficking, which includes data collected from law enforcement and NGOs throughout BiH.

BRAZIL (TIER 2 WATCH LIST)

Brazil is a source and destination country for women and children trafficked for the purpose of sexual exploitation, and for men trafficked for forced labor. Women and girls are trafficked for sexual exploitation within Brazil and to destinations in South America, the Caribbean, Western Europe, Japan, the U.S., and the Middle East. Approximately 70,000 Brazilians, mostly women, are engaged in prostitution in foreign countries; some are trafficking victims. Child sex tourism is a problem within the country, particularly in the resort areas and coastal cities of Brazil's northeast. An estimated 25,000 Brazilian victims, mostly men, are trafficked within the country for forced agricultural labor. Some foreign victims from Bolivia, Peru, China, and Korea are trafficked to Brazil for labor exploitation in factories but the number of foreign victims is much smaller than the number of Brazilians trafficked from or within the country.

The Government of Brazil does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Brazil is placed on Tier 2 Watch List for its failure to show evidence of increasing efforts to fight trafficking, specifically for its failure to apply effective criminal penalties against traffickers who exploit forced labor. However, the government did enact reforms to modernize and strengthen laws against some types of trafficking and continued to work with destination countries to disrupt international trafficking networks. The government should make appreciable progress in increasing prosecutions and convictions of traffickers, and institute and implement more effective criminal penalties for forced labor trafficking.

Prosecution

The Government of Brazil made marginal progress in bringing traffickers to justice during the reporting period. The government increased trafficking-related arrests and investigations, in cooperation with foreign governments, which led to convictions of foreign nationals by their host governments. There was only one reported prosecution in Brazil that resulted in a conviction at the national level for a trafficking-related crime during the reporting period — a decrease from three convictions obtained in 2004. Although the government increased personnel dedicated to investigations of forced labor operations and rescued 4,113 forced labor victims in 2005, violators of forced labor laws enjoyed virtual impunity from criminal prosecution. However, there were some unconfirmed reports that traffickers were convicted at the state level and in state labor courts for trafficking-related crimes. The government enacted criminal code reforms that broaden the definition of trafficking to cover victims of both sexes, and provide the same penalties for both internal and international trafficking for commercial sexual exploitation. The crime of trafficking for sexual exploitation now carries a three- to eight-year penalty that increases in aggravated circumstances, such as acts involving young victims, abuse of authority, violence, or serious injury. Criminal code reforms did not add trafficking for forced labor to Brazilian law's definition of trafficking. Criminal statutes against slavery that can be used against traffickers for forced labor carry a possible prison term of one to three years and a fine, but forced labor cases are rarely prosecuted. Federal authorities arrested 180 trafficking suspects and investigated five cases in 2005. Borders agents began to screen for potential victims. The Federal Police continued to work with counterparts in Portugal, Spain, Italy, the Netherlands, Sweden, Mexico, and the United States on trafficking cases that involved the exploitation of Brazilian victims abroad and arrested 56 suspects in Brazil as a result of these joint investigations. There was no evidence of institutional complicity in trafficking, but isolated instances of officials employing slave labor were reported. In the only confirmed prosecution during the period, a senator was convicted and fined for exploiting workers in slave-like conditions.

Protection

The Brazilian government made significant efforts to protect victims during the reporting period. The government cooperated with a number of shelters or health care facilities specifically dedicated to trafficking victims and workers at more than 600 victim assistance centers throughout the country were trained to assist trafficking victims, in addition to victims of other crimes such as domestic violence. Referral centers with multidisciplinary staff offered psychological and social assistance and referred victims to appropriate health and legal services. An additional network of over 400 centers evaluated and referred at-risk children, including child victims of commercial sexual exploitation and sex tourism. The State of Sao Paulo continued working with an NGO to provide victim support to Brazilian women and girls returning through Sao Paulo from trafficking situations abroad. Several other state offices also referred trafficking victims to NGOs, although NGOs noted problems in some of these referral systems. The government also continued training its diplomatic

personnel to recognize and assist trafficking victims. In general, the rights of victims were respected and foreign victims who were material witnesses in their trafficker's prosecution could obtain other employment or leave the country.

Prevention

The government sustained progress through strong efforts to raise public awareness and train officials. It continued major awareness campaigns to combat sex tourism, forced labor, and commercial sexual exploitation, and high level government officials spoke out against trafficking. In new initiatives, the government trained 360 law enforcement officials, including highway patrol officers, and civil servants to identify and assist trafficking victims. The government worked with the University of Brasilia to introduce a correspondence course that focused on trafficking and trained 600 professionals. Authorities also worked closely with NGOs, the ILO, and the UN on prevention, capacity building, and protection projects.

BULGARIA (TIER 2)

Bulgaria is a source, transit, and destination country for women and girls trafficked from Romania, Moldova, Russia, Ukraine, Armenia, Lebanon, and Central Asia to and through Bulgaria to Germany, France, Italy, the Netherlands, Belgium, the Czech Republic, Kosovo, and Macedonia for the purpose of sexual exploitation. Roma children were trafficked within Bulgaria and abroad for purposes of forced begging and petty theft. In 2005, Austrian authorities identified 700 Roma children trafficked from Bulgaria to Austria for forced begging and commercial sexual exploitation. The Ministry of Interior noted an increase of men and boys trafficked for purpose of labor exploitation.

The Government of Bulgaria does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Bulgaria took several steps to improve its law enforcement efforts in 2005. The government amended its Constitution to allow for the extradition of Bulgarian citizens for crimes committed abroad, including human trafficking; the government also adopted asset forfeiture legislation to serve as a further trafficking deterrent. Although Bulgaria partially implemented its witness protection legislation and protected some trafficking victims in 2005, a number of victims that cooperate with police still received only partial protection. Bulgaria continued to make progress in its anti-trafficking efforts, although corruption and a failure to fully separate human trafficking from human smuggling continued to be challenges. The government should continue to strengthen its statistics collection system and segregate trafficking data from trafficking-related statistics. Police should vigorously investigate trafficking-related corruption among government officials.

Prosecution

The Government of Bulgaria made considerable progress in its law enforcement efforts to combat trafficking. Authorities conducted 134 sexual exploitation investigations and seven labor exploitation investigations in 2005. Sixty-three traffickers were formally indicted in 2005, up from 27 in 2004. In 2005, courts convicted 34 traffickers, an increase from seven in 2004. Convicted traffickers generally served the full sentences mandated by the court; the punishment for trafficking in Bulgaria ranges from one to 10 years in prison. In 2005, the Bulgarian Border Police cooperated in 20 investigations with law enforcement authorities of several destination countries. Corruption

among border guards and customs officials remains a concern; one police officer was indicted for forced prostitution.

Protection

The Bulgarian Government continued to provide a high level of victim assistance and protection during the reporting period the last year. All victims in Bulgaria are eligible for free medical and psychological care provided through public hospitals and NGOs. Foreign victims who choose to cooperate with trafficking investigations are provided with full residency and employment rights until the end of the criminal proceedings. Foreign victims who choose not to cooperate in trafficking investigations are permitted to stay in Bulgaria for one month plus 10 days before repatriation to their country of origin. The government does not offer legal alternatives to the removal of victims to countries where they face retribution or hardship. Although the government does not provide funding to NGOs and international organizations, it collaborated with them on identification, referral, and assistance to trafficking victims. Police routinely refer victims to NGOs for assistance.

Prevention

The government and local authorities provided support to the IOM and Bulgarian Red Cross to conduct the “Open Eyes” campaign that aimed to increase awareness of trafficking among high-risk communities using posters, brochures, and commercials on television. Materials were also distributed in more than 950 schools, at major youth events, at all border check points, labor bureaus, and government embassies and consulates. Local education officials allowed NGOs to screen trafficking awareness films in schools and distributed anti-trafficking materials to students. The government adopted a National Strategy for Combating Human Trafficking in 2005.

BURKINA FASO (TIER 2)

Burkina Faso is a source, transit, and destination country for women and children trafficked for forced labor and sexual exploitation. Burkinabe children are trafficked within Burkina Faso as well as to Benin, Cote d’Ivoire, Ghana, Mali, Niger, Nigeria, and Togo. Nigerian and Malian children are trafficked to Burkina Faso. To a lesser extent, Burkinabe women are trafficked to Europe for sexual exploitation.

The Government of Burkina Faso does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To strengthen its efforts to combat trafficking, Burkina Faso should educate law enforcement officials about its trafficking law, increase efforts to prosecute and convict traffickers, and strengthen efforts to educate the public about trafficking.

Prosecution

The Government of Burkina Faso continued modest efforts to combat trafficking through law enforcement throughout the last year. Burkinabe law prohibits child trafficking, but there is no law against the trafficking of adults. Out of 44 traffickers detained by police, local vigilance committees, and other security forces in 2005, six were prosecuted and convicted. Most traffickers were released after a short stay in custody. Police failed to follow-up on a case of a Nigerian girl who escaped from forced prostitution in Burkina Faso. The girl was repatriated to

Nigeria, but security forces did not attempt to find her traffickers. In a December 2005 public report, the Ministry of Social Action, the lead government agency in combating child trafficking, criticized the Ministry of Justice's lack of progress in addressing trafficking. The government has failed to train Burkinabe prosecutors or security forces on the child trafficking law since its passage in 2003. Burkina Faso signed a multilateral agreement with eight other West African countries to combat trafficking. Under Burkinabe law, while the government may extradite foreign traffickers for prosecution, it is barred from extraditing its own nationals.

Protection

The Government of Burkina Faso continued to make limited efforts to protect trafficking victims, despite limited resources. Police, local vigilance committees, and other security forces intercepted approximately 860 trafficked children in 2005. The government continued to operate 19 transit centers for destitute children, including trafficking victims, in collaboration with UNICEF as well as its own center in Ouagadougou. The government continued to help repatriate foreign nationals to their country of origin after a stay of a few days in transit centers and continued to assist with the repatriation of Burkinabe children from Mali and Burkina Faso. The government attempts to return Burkinabe victims to their families soon after placing them in transit centers. While the government generally does not offer services to repatriated Burkinabe child victims, some families of victims receive micro-credit loans to provide an income alternative to their child's labor. The government did not punish victims for unlawful acts that were a direct result of their being trafficked.

Prevention

The government continued to make limited efforts to raise awareness about trafficking, despite the lack of resources to launch an aggressive education campaign. During the year, government officials regularly spoke out against trafficking in persons. The government has undertaken campaigns to educate parents and children about the dangers of trafficking. Although a committee of government and international organization officials drafted a national action plan against trafficking in 2002, it has yet to be adopted by the Cabinet.

BURMA (TIER 3)

Burma is a source country for women and men trafficked for the purposes of forced labor and sexual exploitation. Burmese men, women, and children are trafficked to Thailand, the People's Republic of China (the P.R.C.), Bangladesh, Malaysia, Korea, and Macau for sexual exploitation, domestic service, and forced labor — including commercial labor. A significant number of men, women, and children from Burma are economic migrants who wind up in forced or bonded labor and forced prostitution. To a lesser extent, Burma is a country of transit and destination for women trafficked from the P.R.C. for sexual exploitation. There are some cases of persons trafficked from Bangladesh to Malaysia and from the P.R.C. to Thailand through Burma. Internal trafficking of persons occurs primarily for labor in industrial zones and agricultural estates. Internal trafficking of women and girls for sexual exploitation occurs from villages to urban centers and other areas, such as truck stops, fishing villages, border towns, and mining and military camps. The military junta's economic mismanagement, human rights abuses, and its policy of using forced labor are driving factors behind Burma's large trafficking problem.

The Government of Burma does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Significant state use of internal forced labor — a form of trafficking — continued, especially by the military. The Burmese military is directly involved in trafficking for forced labor and there are reports that some children were forcibly enlisted into the Burmese Army. Local civil authorities and military forces continued to use forced labor in their areas of control. Beginning in November 2005, the government also ordered civil servants to relocate without their families to the country's new capital. The Burmese Government charged 10 officials with forced labor violations in 2005 but allowed officials to counter sue their accusers, in some cases resulting in harsher penalties for the complainants of forced labor than for the culpable officials. Because of these governmental actions, the ILO stopped accepting new cases documenting forced labor abuses in Burma. Since April 2005, there has been no evidence that the Burmese Government is willing to take steps to investigate and prosecute cases of forced labor. In the last year, the government took some steps to combat trafficking for sexual and labor exploitation, including passing a comprehensive anti-trafficking law, holding a national seminar, and conducting training for law enforcement officers.

Prosecution

The Burmese Government made minimal progress in prosecuting trafficking-related cases, especially cases involving trafficking for sexual or labor exploitation. In September 2005, Burma passed an anti-trafficking in persons law that covers sexual exploitation, forced labor, slavery, servitude, and debt bondage. The anti-trafficking law applies to internal and external trafficking and carries penalties of 10 years' minimum to life imprisonment. Penalties for sexual and labor exploitation are the same. This law is not used effectively, however, because the Burmese judiciary is corrupt and lacks resources and independence. In 2005, the Burmese Government claims it prosecuted 426 traffickers in 203 cases under the new law and identified 844 victims; an indeterminate number of these cases actually involved severe forms of trafficking in persons. The government did not take action, however, against military or civilian officials who engaged in forced labor, and the ILO stopped submitting cases for investigations in April 2005. During the reporting period, the government expanded the Police Anti-Trafficking Unit from 40 to 65 officers stationed in Rangoon and in border towns to monitor trafficking. Corruption continued to be a major problem. Although local and regional officials, primarily along the borders, were suspected of complicity in trafficking, the government reported no prosecutions of corrupt officials related to trafficking. The Burmese military continued to carry out forced labor, including forced portering.

Protection

The Burmese Government provided basic reintegration assistance to victims. The government continued to refer victims to the few NGOs and international organizations providing protection for victims of trafficking, including a repatriation center on the Thai-Burmese border. The government in 2005 proposed new restrictions on all NGOs and international organizations, thereby risking the ability of these organizations to care for repatriated victims. The Burmese Government coordinated with international NGOs a limited number of government-to-government repatriations of victims from Thailand, China, and Malaysia. The government provided compensation to victims trafficked internally for forced labor in one case only, and did not fund international or domestic NGOs providing victim protective services. In forced labor cases, the law does not protect victims seeking justice from counter suit filed by accused

officials. Successful counter-suits result in criminal penalties for the victims. The Central Police Training Institute developed a teaching curriculum on trafficking.

Prevention

Burma's efforts to prevent trafficking remained inadequate. Governmental measures to prevent trafficking for sexual exploitation include publicizing the dangers in border areas via government-sponsored discussion groups, distribution of printed materials, and media programming. The government conducted training for law enforcement officers on the new anti-trafficking law and awareness workshops at the national and local levels on the dangers of trafficking for the purposes of labor and sexual exploitation.

BURUNDI (TIER 2)

Burundi is a source country for children trafficked for the purposes of child soldiering and forced labor. The country is emerging from a 12-year civil war in which government and rebel forces used approximately 7,000 children in a variety of capacities, including as cooks, porters, spies, sex slaves, and combatants. In contrast with past years, there were no reports over the last year that the Burundian security services used children as soldiers or sex slaves, although there were infrequent reports that some soldiers continued to force children to perform menial tasks. The one rebel faction that remains outside the peace process, the PALIPEHUTU-FNL, continued to recruit children from the four provinces in which it operates and used them as child soldiers in Burundi's ongoing internal civil conflict. Burundian children may be trafficked internally, as well as to neighboring countries, for forced labor or commercial sexual exploitation.

The Government of Burundi does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To improve its anti-trafficking efforts, the government should take steps to bring to justice those who continue to forcibly conscript and utilize child soldiers, and investigate the nature of child commercial sexual exploitation within the country. Government forces should immediately cease using children to perform any sort of military function or menial tasks and swiftly punish soldiers who do so.

Prosecution

The government's anti-trafficking law enforcement efforts in 2005 focused on sensitizing public officials against the use of child soldiers; there were no investigations or prosecutions of trafficking cases. Burundi has no law specifically prohibiting trafficking in persons, but laws against kidnapping, slavery, smuggling, and prostitution outlaw most forms of trafficking. In 2005, the National Structure for Child Soldiers (SNES) provided training on child soldier demobilization and reintegration to newly elected local government officials and over 750 new military officers from former rebel groups. The military also received training on respecting human rights from the UN Mission in Burundi and human rights organizations. During the year, the Ministry of Defense instructed military officers to punish soldiers found to be forcing children and other civilians to perform menial tasks; punishments meted out included the performance of extra duties, docking of pay, and confinement to quarters or the brig for up to one week. The Ministry of Defense confirmed that soldiers with such discipline problems would be among the first to leave during "downsizing" of the security services over the next year.

Protection

Ongoing combat between government security services and PALIPEHUTU-FNL limited the government's ability to demobilize and rehabilitate child soldiers; however, the government provided significant assistance to child soldiers in regions under its control. The government and the six former rebel groups that are part of the Burundian peace process, together with the World Bank, UNICEF, the UN Mission in Burundi, and local and international NGOs, demobilized an additional 108 children during the reporting period, bringing the total of demobilized children to 3,028 since December 2004. The government, with financial and technical assistance from these partners, provided 18 months of family-based medical, psycho-social, educational, and other material support to 3,013 demobilized child soldiers. In addition, more than 1,300 of these children were provided with vocational skills training, including carpentry, auto mechanics, animal husbandry, and farming techniques, as possessing viable productive skills deters children from rejoining rebel groups. Other demobilized children were given loans to open small shops or build houses.

Prevention

During the reporting period, the SNES, working with its international partners, significantly expanded its public awareness programming to combat the recruitment and use of child soldiers. While the first year of these campaigns provided the public with a broad overview of the child soldier issue, their focus was refined in 2005 to center on the prevention of re-recruitment of children by rebels; HIV/AIDS prevention and awareness raising among former child soldiers; and helping former child soldiers adjust to civilian life. The SNES employed 133 full-time trainers who conducted at least three seminars a week in each province on these topics. The government also ran media campaigns on public and private radio stations. At the local level, the SNES continued to use trained civil society organizations, churches, and local associations to advocate in their communes against the recruitment of child soldiers and conduct public seminars on children's rights and the reintegration of former child soldiers into local communities.

CAMBODIA (TIER 2 WATCH LIST)

Cambodia is a source, destination, and transit country for men, women, and children trafficked for the purposes of sexual exploitation and forced labor. A significant number of Cambodian women and children are trafficked to Thailand and Malaysia for commercial sexual exploitation and forced labor. Cambodian men are trafficked primarily to Thailand for forced labor in the construction and agricultural sectors – particularly the fishing industry – while Cambodian women and girls are trafficked for factory and domestic work. A significant number of Cambodian children are trafficked to Vietnam and Thailand for the purpose of forced begging. Cambodia is a transit and destination point for women from Vietnam trafficked for sexual exploitation. Trafficking for sexual exploitation also occurs within Cambodia's borders, from rural areas to the country's capital, Phnom Penh, and other secondary cities in the country.

The Government of Cambodia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Cambodia is placed on Tier 2 Watch List because the determination that it is making significant efforts is based in part on commitments to sustain progress over the coming year. During the last year, the Cambodian Government stepped up efforts to arrest, prosecute, and convict traffickers. Police actions increased

over the last year, resulting in a raid and subsequent shutdown of a notorious hotel/brothel where trafficking victims were found. The owner of the brothel was later prosecuted and convicted. Although Cambodia's anti-trafficking efforts remained hampered by corruption at all levels of government and an ineffectual judicial system, the Cambodian Government made efforts to address trafficking-related official corruption by arresting and initiating prosecutions of two anti-trafficking unit police officials and two provincial police officials. The Ministry of Interior (MOI) also developed a National Action Plan to eradicate trafficking in persons and is in the process of creating a memorandum of understanding with NGOs to regulate the handling of trafficking victims. The Cambodian Government should make greater efforts to prosecute and convict public officials who profit from or are involved in trafficking and should also pass and enact comprehensive anti-trafficking legislation.

Prosecution

During the reporting period, the Cambodian Government made clear progress in its anti-trafficking law enforcement efforts. Cambodia does not have a comprehensive anti-trafficking law but it used existing statutes to prosecute traffickers. A comprehensive anti-trafficking bill that provides law enforcement and judicial officials with enhanced powers to arrest and prosecute traffickers is nearing final government approval in 2006. Penalties for trafficking of persons over the age of 15 for sexual exploitation carry sentences of up to 15 years' imprisonment, while penalties for trafficking of persons under 15 years of age for sexual exploitation carry sentences of up to 20 years' imprisonment. In 2005, the Cambodian police reported conducting 67 operations, resulting in the arrest of 111 perpetrators and the rescue of 164 victims. The Ministry of Justice reported the prosecution and conviction of at least 45 traffickers during the year, double the number in 2004. Cases, for the most part, were generated by the efforts of NGOs. Corruption, lack of training and funding for law enforcement, and a weak judiciary remain the most serious impediments to the effective prosecution of traffickers. There are reports that corrupt police officials continue to leak information to brothel/karaoke operators about upcoming police raids. Responding to reports of complicity of public officials in trafficking, the government initiated action against four officials in mid-2005 for trafficking-related corruption. The government, in cooperation with international organizations and NGOs, conducted training for police officers on investigation techniques, surveillance, and case preparation and management of trafficking cases. Despite past U.S. funding for training of the Police Anti-Trafficking Department, it has conducted only a limited number of proactive investigations over the last year.

Protection

The Cambodian Government in 2005 continued to provide limited assistance to victims. The government referred victims to NGOs and international organizations, and operated two temporary shelters for victims through the Ministry of Social Affairs, Veterans, and Youth Rehabilitation (MOSAVY). The Cambodian Government relied primarily on foreign and domestic NGOs to provide protective services to victims although on occasion, it provided in-kind support to NGOs, such as land, office space, and staff. The government continued to support an NGO that has primary responsibility for placement of trafficking victims in long-term shelters.

Prevention

The government made modest efforts to promote awareness of trafficking during the reporting period. Working with NGOs and international organizations, the Cambodian government implemented a campaign in most parts of the country to raise public awareness regarding the dangers of trafficking through public meetings, posters, television and radio campaigns, and the use

of traditional Cambodian theater. The Ministry of Women's Affairs collaborated with IOM to expand a nationwide anti-trafficking information and advocacy campaign that included district-level meetings with government officials and the distribution of educational materials and videos. The MOI's Anti-Trafficking Police Unit also conducted intervention programs to teach students about the risks of trafficking and their rights under the law.

CAMEROON (TIER 2)

Cameroon is a source, transit, and destination country for children and women trafficked for labor and sexual exploitation. The majority of child victims are trafficked within the country, although some are also trafficked from Cameroon to Nigeria, Gabon, and the Central African Republic and to Cameroon from Nigeria, Cameroon, Chad, Gabon, the Democratic Republic of the Congo, the Central African Republic, Benin, and Niger. Children are trafficked for domestic servitude and street vending; as forced laborers on tea, cocoa, banana, and rubber plantations; for forced work in spare-parts shops; and for commercial sexual exploitation. A smaller number of women and girls are trafficked to Equatorial Guinea and Europe for sexual exploitation, often lured away by fraudulent marriage proposals.

The Government of Cameroon does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To strengthen its response to trafficking, the government should educate law enforcement officials and the public about its new anti-trafficking law and increase efforts to prevent trafficking.

Prosecution

The Government of Cameroon demonstrated increased progress in combating trafficking through law enforcement means over the past year. In December 2005, the government enacted a statute prohibiting child trafficking. The government expects to present a draft law against adult trafficking to the National Assembly in 2006. The government has also begun drafting a Child Protection Code and is finalizing a Family Code that will increase the minimum marriage age for girls to 18. Authorities arrested 12 traffickers during the year. Eight are awaiting trial, including one who is in police custody. One trafficker was deported to the U.S. where she was convicted for a trafficking offense. The General Delegate for National Security in December 2005 signed an order creating an anti-trafficking vice squad within the National Office of Interpol. The government does not provide specialized anti-trafficking training to law enforcement officials.

Protection

The Government of Cameroon demonstrated significant efforts to protect trafficking victims over the reporting period. The Ministry of Social Affairs continued operating temporary shelters in all 10 provincial capitals of the country that provided repatriated child victims with care while officials located their families. The government also referred victims to local NGOs and orphanages for assistance. In 2005, the government collaborated with the ILO on a U.S. Government-funded project to remove 1,200 children from cocoa plantations and provide them with schooling or skills training. In May 2005 the government collaborated with the Gabonese Government in repatriating 11 Cameroonian trafficking victims from Gabon. The government has identified three provinces with high concentrations of trafficking victims where it will begin training law enforcement and

government officials to better identify and provide protection to victims. The government does not punish victims for unlawful acts committed as a direct result of their being trafficked.

Prevention

The Cameroonian Government demonstrated modest efforts to prevent trafficking. In partnership with the ILO, the government established village child labor committees to educate communities about the dangers of child labor. In November 2005, the Minister of Labor signed an order creating a National Committee for the Implementation of the International Program for the Elimination of Child Labor (IPEC) responsible for integrating IPEC activities into national efforts against child labor. The government began drafting a National Strategic Plan Against Child Trafficking, which it plans to present to the National Assembly for adoption in 2006.

CANADA (TIER 1)

Canada is a source, transit, and destination country for men, women, and children trafficked for the purposes of labor and sexual exploitation. In 2004, the Royal Canadian Mounted Police (RCMP) estimated that 600-800 persons are trafficked into Canada annually and that an additional 1,500-2,200 persons are trafficked through Canada into the United States. Women and children are trafficked from Africa, Central and South America, Eastern Europe, and Asia for sexual exploitation. Most trafficking victims have been identified from source countries in Asia including South Korea, Thailand, Cambodia, Malaysia, and Vietnam. On a much lower scale, men, women, and children are trafficked for forced labor. Some Canadian girls and women are trafficked internally for commercial sexual exploitation.

The Government of Canada fully complies with the minimum standards for the elimination of trafficking. Over the last year, two new Canadian laws were passed to strengthen anti-trafficking and sexual exploitation legislation. Victim protection and services for victims are primarily the responsibility of provinces and territories, and protection and services for trafficking victims vary by province or territory. As such, some international organizations and NGOs have criticized the Government of Canada for lack of social services and refugee or immigration protection specifically tailored for trafficking victims; however, they have only been able to cite a few specific examples of these alleged problems. Although a government agency provides posters and pamphlets on trafficking, efforts should be made to increase public awareness campaigns in communities vulnerable to trafficking to inform potential victims of their rights or immigration options. In British Columbia—a key area for trafficking-related crimes—the RCMP, in collaboration with the Public Safety Ministry, is implementing a pilot project for victims of trafficking. Efforts should be made to expand this type of program.

Prosecution

The first prosecution under the Immigration and Refugee Protection Act (IRPA) anti-trafficking provision began in March 2006. There are 17 open investigations under the section of the IRPA that relates specifically to trafficking in persons. In 2005, six trafficking convictions under Canada's criminal code were reported, with nine other trafficking prosecutions underway. There were also a number of prosecutions in Adult Criminal Court in Canada for individuals procuring children in prostitution. There were a number of legislative changes in 2005. Law C-49, which went into effect in November 2005, improved upon the IRPA by creating three new offenses

explicitly relating to trafficking in Canada's criminal code. C-49 specifically criminalizes trafficking, prohibits the receipt of financial or material benefit from trafficking, and prohibits the withholding or destroying of documents, such as identification or travel documents, for the purpose of committing or facilitating a trafficking offense. Provincial and local authorities may be authorized to prosecute trafficking cases under the IRPA, and with the C-49 law, are able to specifically prosecute trafficking cases under Canada's criminal code. Law C-2, which came into effect on January 2, 2006, included significant reforms to facilitate the testimony of all child victims and witnesses, as well as adult victims and witnesses, of sexual assault and trafficking. This law also increases penalties for commercial sexual exploitation of children, from five to 10 years' imprisonment. Canada has a law against child sex tourism with extraterritorial application.

In late 2004, Canada tightened the issuance of temporary work status for foreign exotic dancers under its temporary worker program¹, and this has resulted in a significant decrease in the number granted. The government will also soon distribute information to individuals working in Canada under this program to inform them of their rights in hopes of preventing any abuses that may occur. Visa officers are trained to detect fraud or abuse, and adult entertainment establishments that wish to employ foreign workers as “exotic dancers” are required to follow certain regulatory mandates, including providing employment contracts and paying for travel expenses. The majority of “exotic dancer” residency permits were issued to Romanians. The presence of a visa waiver for South Korean nationals visiting Canada may be facilitating trafficking of South Koreans to the United States. However, U.S. law enforcement officials have noted that increased scrutiny by U.S. and Canadian officials at the border and airports has led to a decrease in the trafficking and smuggling of South Koreans through Canada, with some opting to go through Mexico.

Protection

There is no national victim protection services program. In general, victim protection is administered on the provincial or territorial level. While each province or territory provides services for victims of crimes, and this may include trafficking victims, they do not all follow the same model, leading to uneven services across the country. Canadian immigration is working to finalize a document for immigration officers that may aid with detection and referral of victims of trafficking. Canada's Justice Department has a "Victim's Fund" program to which NGOs may apply for funds to fill gaps in service delivery to victims, which could include trafficking victims. The government has pledged \$5 million to support this initiative. Additionally, Canada has a witness protection program.

The IRPA allows for visas to enable trafficking victims, among others, to remain in Canada on a temporary basis. Other types of visas exist to allow permanent residency. While some NGOs state that immigration relief is difficult to access, the government insists that all persons who have been identified as victims of trafficking and have asked to remain in Canada have received the appropriate legal immigration status to do so. Nonetheless, NGOs report anecdotal evidence that some victims of trafficking were arrested and deported.

Prevention

The government continues to coordinate anti-trafficking policies through its 17-member Inter-departmental Working Group. There has been some training of federal law enforcement officials on trafficking and the implementation of Canada's criminal offenses against trafficking.

The RCMP recently published the law enforcement guidebook “Human Trafficking Reference Guide for Canadian Law Enforcement.” Several roundtables and conferences have been held in Vancouver regarding trafficking in persons. Over the years, Canada has funded international anti-trafficking programs and established in September 2005 a Human Trafficking National Coordination Center, which is staffed by two RCMP officers and one analyst. The government has committed to add more staff to the center. In addition to the center, there are six regional RCMP human trafficking regional coordinators. On the demand side, Ontario courts reported sending each month at least 30 men convicted for soliciting prostitution to a Toronto “John School.”

¹Under Canada’s Temporary Worker Program, foreign workers may qualify to come to Canada, including individuals who come to Canada to work as “exotic dancers.” Dancer and entertainment type visas have been abused and exploited by traffickers in many other countries.

THE CENTRAL AFRICAN REPUBLIC (TIER 2 WATCH LIST)

The Central African Republic is a source and destination country for children trafficked for forced labor and sexual exploitation. While the majority of child victims are trafficked within the country, some are also trafficked to and from Cameroon and Nigeria. Children are trafficked for domestic servitude, sexual exploitation, and forced labor in shops and commercial labor activities.

The Government of the Central African Republic does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Central African Republic is placed on Tier 2 Watch List for its failure to provide evidence of increasing efforts to combat trafficking in persons over the last year, specifically its inadequate law enforcement response to trafficking crimes. To improve its response to trafficking, the government should pass legislation prohibiting trafficking and reach out to NGOs and the international community to form partnerships for initiatives to prosecute traffickers, protect victims, and educate the public about trafficking.

Prosecution

The Government of the Central African Republic demonstrated weak efforts to combat trafficking through law enforcement over the reporting period. The Central African Republic does not have legislation prohibiting trafficking, though it does have laws against forced child labor and sexual assault. In collaboration with the UN, the government will revise its labor code in 2006 to better conform to international child protection conventions. Judicial officials have only a nascent awareness of trafficking in persons. The government provides no trafficking training for law enforcement officials. The government does not actively investigate trafficking cases and has not prosecuted any traffickers. Government officials plan to initiate the process of drafting anti-trafficking legislation.

Protection

The Government of the Central African Republic demonstrated insufficient efforts to protect trafficking victims over the reporting period. The Central African Republic does not provide services to trafficking victims or assist them through referrals to NGOs, very few of which themselves have adequate resources or a strong awareness of trafficking. No government agencies have been designated to address victim protection. The Ministry of Social Affairs expressed a willingness to conduct protection programs but lacks the resources to do so.

Prevention

The Government of the Central African Republic demonstrated some modest efforts to prevent trafficking. The government does not conduct campaigns to educate the public about trafficking or liaise with NGOs or international organizations to do so. The government collaborated with UNICEF, however, to conduct one study published in 2005 on child abuse, sexual exploitation, and sex trafficking in the Central African Republic, and a second study that will be published in 2006 on violence associated with child labor. In partnership with UNICEF, the government also plans to draft a national action plan against child sexual exploitation in 2006. There are no dedicated ministries or government structures in place to address trafficking.

CHAD (TIER 2)

Chad is a source, transit, and destination country for children trafficked for forced labor and sexual exploitation. The majority of victims are trafficked within Chad to work in involuntary domestic servitude, herding, or as beggars. Minors are also trafficked from Cameroon and the Central African Republic for commercial sexual exploitation to Chad's oil-producing regions. Chadian children are trafficked to Cameroon, the Central African Republic, Nigeria, and possibly Saudi Arabia.

The Government of Chad does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To further its progress in combating trafficking, Chad should pass anti-trafficking legislation and provide increased victim care.

Prosecution

During the reporting period, the Government of Chad continued to make modest efforts to investigate, arrest, and prosecute traffickers. Chadian law does not specifically prohibit trafficking in persons. Prosecutors use related laws, however, such as kidnapping, sale of children, and statutes against child labor, to charge traffickers. Legal code revisions outlawing trafficking are pending approval by the Council of Ministers. In 2005, Chadian authorities arrested three child traffickers who are awaiting trial. The Ministry of Justice is cooperating with Saudi Arabian officials to investigate cases of Chadian children working there as beggars. The government in 2005 closed a Koranic school for forcing children to beg.

Protection

Chad continued to make modest efforts, within its limited capacity, to provide victim protection during the reporting period. The government lacks sufficient resources to provide its own shelters but it contributes funding and in-kind support to UNICEF's protection efforts. When police or other authorities find a trafficking victim, they regularly notify the Ministry of Justice's Child Protection Department, UNICEF, or local NGOs to arrange for victim assistance. On an ad hoc basis, government ministries also provide temporary shelter and parental counseling to victims before returning them to their families.

Prevention

The Government of Chad continued to make significant efforts to prevent trafficking during the reporting period. The government television station broadcast several anti-trafficking documentaries and the government radio station broadcast a discussion on child exploitation by religious leaders.

The government daily newspaper covered stories of child trafficking and the exploitation of children by religious leaders. The Ministries of Justice and Social Action educated key parliamentarians on legal code provisions pertaining to child trafficking and prostitution. Government officials and the High Islamic Council held meetings with religious leaders about forced child labor. The government also conducted several public awareness meetings in southern Chad for local communities on the dangers faced by child herders and domestics. The Ministry of Labor held meetings with local communities in Goundi, Toulala, Doboti, and Koumra, the key source areas for children trafficked into the capital for labor exploitation.

CHILE (TIER 2)

Chile is a source, transit, and destination country for women and children trafficked for the purpose of sexual exploitation. Most victims are Chilean minors trafficked internally for sexual exploitation. Chileans are also trafficked to Argentina, Peru, Bolivia, the United States, Europe, and Asia for sexual and labor exploitation. Foreign victims are brought to Chile for commercial sexual exploitation or involuntary domestic servitude from Peru, Argentina, Colombia, Bolivia, and China.

The Government of Chile does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government made strong efforts to identify child victims and to support NGO programs that assisted trafficking victims. The government designated an agency to coordinate anti-trafficking efforts, began central collection of case data, and investigated a number of cases involving the trafficking of minors and women for sexual exploitation. The government should criminalize all forms of trafficking and increase efforts to train officials, raise public awareness, and prosecute traffickers.

Prosecution

The Government of Chile made modest progress on improving law enforcement efforts during the reporting period. After ratifying the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime in November 2004, the government began reforms to bring Chile's laws into compliance with Protocol standards. Existing laws against trafficking, focused on movement of persons across borders for prostitution, were supplemented by laws against acts of violence and the commercial sexual exploitation of minors. Chile lacked statutes against internal trafficking, making it difficult to gather trafficking case data, but the government designated an anti-trafficking coordinator in the Interior Ministry who worked with the Public Ministry to start gathering information on new cases investigated and prosecuted. From May 2005 through March 2006, 83 new cases were opened, with 50 pending active investigations, and 14 prosecutions were initiated by the period's end. All but six of the new trafficking-related cases dealt with commercial sexual exploitation of minors. No information was available regarding the status of cases initiated in previous years. There were no reports of government officials investigated or prosecuted for complicity in trafficking.

Protection

The Chilean Government made substantial efforts to assist trafficking victims during the reporting year. Child victims trafficked into sexual exploitation received counseling, psychological and health

care, and educational courses in NGO-operated centers for abused and exploited children. The government gave \$2 million to 16 NGOs that implement victim-assistance programs in 12 districts of the country. Police officials who identified child trafficking victims referred them to family courts for placement in protective custody with foster families, relatives, or shelters and put victims in contact with NGOs. The government worked with Bolivian and Argentine authorities to coordinate the safe repatriation of foreign victims. There were no reports that the government punished victims for unlawful acts that were a direct result of their being trafficked. Trafficking victims may remain in Chile during legal proceedings against their traffickers. Victims can also bring legal action against traffickers and seek restitution. The government had no residence visa program for foreign trafficking victims, but granted temporary residence to at least one victim to avoid returning her to potential re-victimization in her home country. Once their traffickers have been prosecuted, victims must apply for residency or risk deportation.

Prevention

The government made modest but increased prevention efforts during the reporting year. The Public Ministry trained hundreds of law enforcement agents to recognize and investigate potential trafficking and trained prosecutors to more effectively prosecute cases. The National Women's Service raised trafficking awareness and provided information on victim's rights and the prosecution of traffickers to 100 officials and 160 civic activists in the cities of Iquique and Arica.

CHINA (TIER 2 WATCH LIST)

The People's Republic of China (P.R.C.) is a source, transit, and destination country for women, men, and children trafficked for purposes of sexual exploitation and forced labor. The majority of trafficking in China is internal, but there is also international trafficking of Chinese citizens to Africa, Asia, Europe, Latin America, the Middle East, and North America. Women are lured through false promises of legitimate employment only to be forced into commercial sexual exploitation largely in Taiwan, Thailand, Malaysia, and Japan. There also are cases involving Chinese men and women smuggled into destination countries throughout the world at an enormous personal financial cost and then forced into commercial sexual exploitation or exploitative labor to repay debts to traffickers. Women and children are trafficked into China from Mongolia, Burma, North Korea, Russia, and Vietnam for forced labor, marriage, and sexual slavery. Most North Koreans seeking to leave North Korea enter northeastern China voluntarily but some are forced into sexual servitude or forced labor after arriving in China. Others reportedly are trafficked into China from North Korea. Domestic trafficking remains the most significant problem in China, with an estimated minimum of 10,000-20,000 victims trafficked internally each year; the actual number of victims could be much greater. International organizations report that 90 percent are women and children, trafficked primarily from Anhui, Henan, Hunan, Sichuan, and Yunnan and Guizhou Provinces to prosperous provinces along China's east coast for sexual exploitation. Some experts believe that the serious and prolonged imbalance in the male-female birth ratio may now be contributing to Chinese and foreign girls and women being trafficked as potential brides.

The Government of China does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Accessing information on China's anti-trafficking efforts is difficult due to the closed nature of the government and the lack

of many independent NGOs; however, based on the information currently available, China is placed on Tier 2 Watch List for a second consecutive year for its failure to show evidence of increasing efforts to address transnational trafficking. The Government of China provides reasonable protections to internal victims of trafficking; however, protections for Chinese and foreign victims of transnational trafficking remain inadequate and victims are sometimes punished for unlawful acts that were a direct result of their being trafficked — e.g., violations of prostitution or immigration/emigration controls. However, the government began drafting a national anti-trafficking action plan, expected to be finalized later in 2006, that will formally designate anti-trafficking responsibilities to relevant state ministries and NGOs.

China should adopt comprehensive anti-trafficking legislation that includes a full definition of trafficking in persons in line with the UN Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children. It should recognize debt bondage and child commercial sexual exploitation—with "child" defined as a person below the age of 18—as forms of trafficking.

Prosecution

China vigorously investigates and prosecutes crimes of trafficking, although the P.R.C. Government's definition of trafficking in persons does not match U.S. and UN definitions. For example, the government considers fraudulent adoptions to be a form of trafficking in persons, but it does not consider debt bondage or involuntary servitude to be trafficking in persons crimes. A number of related criminal statutes address various aspects of trafficking in persons, including laws against trafficking or kidnapping for coercive prostitution, and laws aimed at individuals who traffic in girls under the age of 14 for commercial sexual exploitation. These laws carry substantial penalties, including execution. During the first 10 months of 2005, the Ministry for Public Security (MPS) reported 1,949 cases of trafficking of women and children, though the MPS acknowledges that cases of trafficking and smuggling are both included in this number. China does not provide statistics on convictions or sentences; however, given the nature of the criminal system in China (lack of an independent judiciary and rule of law), most cases likely resulted in convictions with substantial sentences or execution. As with past years, sex trafficking has been the center of the government's law enforcement efforts, not coercive labor practices, such as involuntary servitude and forced labor. The MPS plans to establish an anti-trafficking police unit, and its mandate should include these types of cases. The government conducted some anti-trafficking training for law enforcement officials during the past year. There were no known reports of action taken against trafficking-related corruption.

Protection

The focal point of China's protection policy is the All China Women's Federation (ACWF), which provides some assistance to trafficked Chinese women and girls and also coordinates with other government agencies and international organizations for victim care and assistance. The ACWF, however, has no clear and formal mandate to assume responsibility for the care of trafficking victims who, as victims of a serious crime, technically are part of the MPS mandate on crime. The MPS, however, has no resources or training with which to provide the necessary shelter and counseling for victims. This lack of coordination is expected to be addressed by a National Action Plan on Trafficking in Persons, now being drafted. The government reported that 3,574 women and children were rescued from trafficking situations during the first 10 months of 2005. The MPS, working with the Ministry of Civil Affairs, also provides some shelter, medical care, and psychological services for victims. The MPS, ACWF, and the Ministry of Civil Affairs collaborated in opening shelters and rehabilitation centers in Jiangsu, Yunnan, and Sichuan Provinces, areas with large numbers of reported

trafficking victims. The government reported that 2,000 women have received help in these facilities. Another facility in Dongxing, Guangxi Province aids Vietnamese trafficking victims. However, none of these efforts is coordinated and there is no national referral mechanism for victims of trafficking. As such, protection measures vary widely from province to province. Despite providing some reasonable care to identified Chinese victims, efforts to protect foreign victims and P.R.C. women returning from Taiwan remain inadequate. Chinese officials do not adequately differentiate between trafficking victims and illegal migrants seeking to avoid criminal penalties. During the reporting period, there were reports that P.R.C. citizens who were subjected to conditions of trafficking in Taiwan faced fines or other punishment upon their return to the mainland; P.R.C. officials state that this practice is no longer occurring. Burmese and Vietnamese trafficking victims may also face punishment and summary deportation to their countries of origin. MPS officials do not offer foreign victims of trafficking legal alternatives to their removal to countries where they face retribution or hardship. This is particularly the case with regards to North Korean trafficking victims in China, as all North Koreans in China are presumed to be economic migrants.

Prevention

The government recognizes that trafficking is an issue that should be addressed and has significantly stepped up efforts to work with international organizations. The government is working with UNICEF on a National Plan of Action to combat trafficking in persons, but the plan has been languishing for a number of years. Nonetheless, the government does show signs of addressing forced labor conditions among informal and formal sector laborers, which continue to be reported throughout China, and it is actively working with the ILO to address such concerns. A country program to fight trafficking was coordinated by the ACWF, MPS, and UNICEF and resulted in the development of a training manual, video, and other materials designed to educate youth about the dangers of trafficking. ACWF also conducts a number of other anti-trafficking outreach efforts.

COLOMBIA (TIER 1)

Colombia is one of the Western Hemisphere's major source countries for women and girls trafficked abroad for the purpose of sexual exploitation. The government estimates that 45,000-50,000 Colombian nationals engage in prostitution overseas and that many of them have been trafficked. Colombian women and girls are trafficked to South, Central, and North America, the Caribbean, Western Europe, Japan, Hong Kong, and the Middle East. Within the country, although some Colombian men are trafficked for forced labor, trafficking by organized crime networks—some related to terrorist organizations—of women and children from rural to urban areas for sexual exploitation remains a much larger problem. Internal armed violence in Colombia has displaced many rural communities, making them more vulnerable to trafficking, and insurgent and paramilitary groups have forcibly recruited and exploited an estimated 6,000 to 11,000 children as soldiers, or in forced labor and prostitution. Child sex tourism is a problem in Cartagena and resort areas on the Caribbean coast. Some reports also suggest that Colombia is a transit point for movement of victims from other Andean countries on their way to Europe and the United States.

The Government of Colombia fully complies with the minimum standards for the elimination of trafficking and has demonstrated the political will to improve its efforts to combat trafficking. The government demonstrated enough progress during the reporting period to meet the minimum

standards, but must show appreciable progress during the next year. Prosecutions and new investigations increased and courts convicted at least two traffickers during the reporting period. The government in August 2005 enacted additional legislation to strengthen anti-trafficking efforts, particularly in respect to victim protection and prevention. The government should vigorously pursue actions that bring traffickers to justice, expand support for victim assistance, and raise awareness in vulnerable populations regarding the dangers of trafficking. It should also develop and implement the national strategy against trafficking called for in the August 2005 law.

Prosecution

The Government of Colombia's enforcement efforts improved in comparison with the previous reporting period. Colombia's anti-trafficking laws prohibit all forms of trafficking in persons. Penalties of up to 23 years' imprisonment are adequate to deter trafficking and equivalent to those for other serious crimes. Authorities arrested 49 trafficking suspects and prosecuted 25 trafficking cases during the reporting period. Courts confirmed two trafficking convictions during the reporting period; both traffickers received nine-year prison terms. In January 2006, police first used asset forfeiture provisions/laws to seize trafficker assets. Law 985, enacted in August 2005, strengthened anti-trafficking statutes by making a victim's consent to his or her movement irrelevant in proving whether trafficking has occurred. The government continued international cooperation efforts, working with Venezuela, El Salvador, Panama, and Japan in the investigation of trafficking networks. There were no reports of officials prosecuted for trafficking but two consular employees were investigated for arranging documents to move Chinese nationals into Colombia in a case that may have involved trafficking.

Protection

The government made modest progress in addressing victims' needs during the reporting period, but resources proved insufficient to keep pace with the demand for services. Colombian missions abroad referred 33 cases to IOM for repatriation assistance and assisted Colombian victims abroad in gaining access to host country protection and services. Police investigators set up interview facilities in Bogota's international airport to meet with returning victims, debrief them, and inform them of their rights and procedures for pressing charges. In various law enforcement operations within the country, authorities rescued more than 61 trafficking victims. There were no reports of the government arresting, deporting, or otherwise punishing foreign victims. In both domestic and international cases, the Ministry of Interior and Justice was the agency responsible for providing lodging, medical and psychological care, access to financial and employment assistance, legal support throughout the judicial case against the trafficker, and safe passage for victims returning to their home communities. However, services were insufficient to meet demand, particularly with respect to medium-term rehabilitative requirements. The government did not operate specially designated trafficking victim care or victim health care facilities. Government authorities worked closely with NGOs and international organizations that also provided services to victims. The government encouraged victims to help build cases against traffickers; however, most victims feared retaliation from trafficking networks and were reluctant to assist in prosecutions. No trafficking victims participated in the witness protection program administered by prosecutors.

Prevention

The government made modest progress during the reporting year in raising public awareness, but continued to rely heavily on NGOs and international organizations to create and conduct prevention

campaigns. The Ministry of Communication ran televised public service announcements to raise public awareness. Law 985 of 2005 formally charged the Interinstitutional Committee to Combat Trafficking in Persons, headed by the Minister of Interior and Justice, with coordinating anti-trafficking policies and developing a comprehensive national action plan.

DEMOCRATIC REPUBLIC OF THE CONGO (TIER 2)

The Democratic Republic of the Congo is a source and destination country for men, women, and children trafficked for forced labor and sexual exploitation. The vast majority of trafficking occurs within the country's unstable eastern provinces, where transitional government control is nominal and members of armed groups continue to perpetrate violent acts with impunity. Indigenous and foreign armed rebels continue to abduct and forcibly recruit Congolese men, women, and children to serve as laborers, porters, domestics, combatants, and sex slaves, albeit at a much reduced rate from previous years. Many people abducted in past years, including a limited number of Ugandan nationals being detained by Ugandan militia operating in Congolese territory, are still being held by these armed groups. There were reports of Congolese children in prostitution in brothels in the country. There were also numerous reports indicating that some local authorities attempted to recruit child soldiers for armed groups. During the year, there was one known case of Congolese children trafficked to Zambia.

The Government of the Democratic Republic of the Congo does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Given the transitional government's financial, military, and political inability to deal with armed rebel groups, its capacity to effectively address trafficking is limited. To further its anti-trafficking efforts, the government should continue demobilizing child soldiers, demonstrate progress toward the passage of anti-trafficking legislation, and arrest and prosecute traffickers. It should also continue military action against armed groups that recruit children for military service or abduct civilians for forced labor or sexual slavery.

Prosecution

Although the country's criminal justice system — police, courts, and prisons — was decimated by years of war and remains extremely weak, military tribunals sentenced commanders of armed groups to prison for illegally detaining children during the reporting period. There is no law specifically prohibiting trafficking in persons, but existing laws prohibit slavery, forced labor, the prostitution of children under the age of 14, and the activities of brothel owners, clients, and pimps. The Ministry of Justice, with French Government assistance, worked to revise the penal code to include specific laws against trafficking in persons; completed draft legislation is expected in September. The government lacks the funds to print and distribute copies of the current penal code to the country's 2,500 magistrates. In May 2005, the head of the Congolese armed forces (FARDC) instructed all brigade commanders not to recruit children and explained the severe punishments that would be meted out against anyone responsible for such conscription. FARDC's Auditor General also instructed all military courts to legally pursue anyone who continued to recruit children for military participation. As a result, in early 2006, Kanyanga Biyoyo, Commandant of rebel army Mundundu-40, was sentenced to five years in prison for war crimes, including the recruitment and use of child soldiers. In March 2006, the government arrested and turned over Thomas Lubanga, leader of the UPC rebel movement, to the International Criminal Court for recruiting and using

children under the age of 15 in armed conflict. Local law enforcement authorities were rarely able to enforce existing laws due to lack of personnel, funding, and the inaccessibility of eastern areas of the country. However, local police in the east used laws barring underage persons from drinking establishments to close down suspected or known brothels; no one was arrested during these operations. In 2005, the Congolese embassy in Lusaka fully cooperated with the Zambian Government to repatriate Congolese child trafficking victims. At the national level, FARDC, with United Nations Mission to the Congo (MONUC) support, conducted dozens of operations in the eastern provinces to neutralize foreign armed groups, the primary perpetrators of human trafficking in the country.

Protection

Through its national demobilization commission, CONADER, the Ministry of Defense worked closely during the year with NGOs and international organizations to demobilize and reintegrate into society children associated with armed groups. When such groups disarm and are integrated into FARDC, CONADER identifies and separates out children and transports them to camps for temporary housing and vocational training. In 2005, 14,315 children were removed from armed groups. Of the 16,809 children demobilized since 2004, 8,663 were reunified with their families, 7,044 returned to academic schooling, and 4,609 received vocational training. As the government lacked funding to fully respond to the large numbers of demobilized children, NGOs provided legal, medical, and psychological services. The government lacks the resources not only to aid other categories of trafficking victims, but also to provide security and basic services to its citizens.

Prevention

The government's efforts to prevent trafficking increased during the reporting period. In 2005, CONADER and MONUC sensitized newly integrated FARDC troops – both commanders and rank and file soldiers – on the illegality of using child soldiers. There was no formal coordination or communication between various agencies on trafficking in persons; however, the expansion of FARDC and MONUC presence and operations in the eastern provinces reduced militia activity, effectively preventing additional forcible recruitment of child soldiers by foreign armed groups.

COSTA RICA (TIER 2)

Costa Rica is principally a source, transit, and destination country for women and children trafficked for the purpose of sexual exploitation. Women and girls from Nicaragua, the Dominican Republic, Colombia, Guatemala, Ecuador, Cuba, Peru, China, Russia, and the Philippines are trafficked to the country for sexual exploitation; Costa Rican women and children are trafficked within the country for the same purpose. The government acknowledges that child sex tourism is a serious problem. Costa Rica serves as a transit point for victims trafficked to the United States, Mexico, Canada, and Europe. Men, women, and children are also trafficked, usually within the country, for forced labor as domestic servants, agricultural workers, and workers in the fishing industry.

The Government of Costa Rica does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Authorities investigated numerous reports of minors trafficked for sexual exploitation, cooperated on international trafficking investigations, and initiated a new public awareness campaign that

targeted girls and young women vulnerable to commercial sexual exploitation. The government should work with the legislature to pass necessary anti-trafficking laws. It should also improve services for victims and increase investigations and prosecutions of traffickers. When complaints are filed against officials allegedly involved in trafficking, they should be vigorously investigated. The government should also develop a national plan of action and designate an official to lead inter-agency cooperation.

Prosecution

The Government of Costa Rica showed only limited success in enforcement efforts against traffickers during the reporting year, and laws remained inadequate to address all forms of trafficking. Costa Rica lacks an anti-trafficking law; consequently, crimes that involve trafficking are difficult to track. A variety of criminal statutes were used against traffickers but the slow judicial system and the lack of trafficking-specific statutes prevented officials from confirming how many cases involving trafficking resulted in convictions in 2005. In practice, law enforcement anti-trafficking efforts focused on commercial sexual exploitation of minors, for which officials reported 37 new investigations during the reporting period. Authorities cooperated with Nicaraguan and U.S. counterparts in trafficking investigations, but lack of Costa Rican internal government coordination generally hampered enforcement efforts. Although there were indications that some border officials have been involved in trafficking, no reported complaints of trafficking-related corruption were filed during the reporting period.

Protection

The Costa Rican Government's efforts to protect trafficking victims remained extremely limited during the reporting year, largely due to the lack of resources. The government continued to punish some victims for unlawful acts they committed as a direct result of their being trafficked. Identified trafficking victims did not face jail, but officials treated some adult victims as illegal migrants and deported them. Foreign nationals identified as trafficking victims could seek repatriation; alternatively, they could apply for work permits or refugee status. Most protective services were severely lacking. The government operated no shelters or health care facilities designated for trafficking victims and lacked the ability to provide even temporary shelter or services. Officials used no standard referral process to transfer trafficking victims to NGOs and the government lacked the capacity to fund NGOs that assisted trafficking victims.

Prevention

The government made some progress on prevention during the year. An existing campaign against child sex tourism continued and a new campaign was launched using television, radio, and billboard notices to warn young women of the dangers of commercial sexual exploitation. The government relied heavily on third parties to raise awareness and provide anti-trafficking training.

COTE D'IVOIRE (TIER 2)

Cote d'Ivoire is a source, transit, and destination country for women and children trafficked for forced labor and sexual exploitation. Women and girls are trafficked for domestic servitude and used in prostitution. Boys are trafficked for agricultural labor on cocoa and palm oil plantations, in mines and for combat. Internal trafficking is prevalent, with children in refugee zones increasingly

vulnerable to being trafficked. Internationally, Ivoirian women and children are trafficked to Spain, Italy, the Netherlands, Syria and Libya. Other victims are trafficked to Cote d'Ivoire from Burkina Faso, Ghana, Liberia, North Africa, Ukraine, China, and the Philippines.

The Government of Cote d'Ivoire does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Nearly four years of civil conflict has left the nation paralyzed by in-fighting among political factions and with an extreme budget shortfall. Despite these challenges, the government has demonstrated some political will to combat trafficking. To strengthen its response to trafficking, the government should pass its draft anti-trafficking legislation, increase law enforcement and victim protection efforts within its capabilities, and ensure that police are not complicit in trafficking.

Prosecution

The Government of Cote d'Ivoire demonstrated minimal efforts to combat trafficking through law enforcement during the reporting period. A law prohibiting trafficking drafted in 2002 still awaits adoption at the National Assembly. The government arrested two traffickers and prosecuted one trafficking case using a kidnapping statute. The government rarely investigates trafficking cases. Police report being unable to investigate brothels exploiting alleged trafficking victims because of a lack of vehicles. NGOs report, however, that Ivoirian police are themselves often the exploiters of women used in prostitution. In 2005 Cote d'Ivoire's National Committee for the Fight Against Trafficking and Child Exploitation (NCFTCE) took the lead in drafting a regional multi-lateral anti-trafficking agreement it entered into with eight other countries.

Protection

During the reporting period, the Government of Cote d'Ivoire made significant efforts to protect trafficking victims. Though lacking its own shelters, the government contributed a building and utilities to a local NGO for a shelter, as well as nine civil servants to staff the shelter. In addition, the government provided modest funding to a local NGO that provides reintegration services to trafficking victims. The government rescued 17 Burkinabe children trafficked to Cote d'Ivoire and cooperated with UN and Burkinabe authorities to repatriate them to Burkina Faso. In addition, the Minister of Labor, in collaboration with the West African Project Against Abusive Child Labor in Commercial Agriculture (WACAP), withdrew 6,270 children from hazardous work on farms, enrolled another 1,224 children vulnerable to becoming victims of hazardous labor in alternative education programs, and provided income-generating activities to parents. While officials often refer victims to indigenous NGOs for assistance, on several occasions victims were treated as criminal violators and kept in juvenile detention centers. Moreover, some trafficking victims have been punished for unlawful acts committed as a direct result of their being trafficked — prosecuted for offenses such as prostitution or document fraud.

Prevention

Cote d'Ivoire made significant efforts to prevent trafficking over the last year. The Minister of Labor signed a National Action Plan to combat the worst forms of child labor with strategies for providing education, shelter, and repatriation services to trafficking and child labor victims. In addition, the Ministry of Labor collaborated with WACAP to educate 21,000 farmers about child labor exploitation and started a data bank to track the number of children in worst forms of labor. In June 2005, the government organized an ILO-funded trafficking awareness seminar for local communities in Bondoukou, a source region for trafficking victims. In 2006, the government reinstated a Child Labor Task Force that had disbanded during civil conflict.

CROATIA (TIER 2)

Croatia is a country of transit, and increasingly a source and destination, for women and girls trafficked for the purpose of sexual exploitation. Female victims from Romania, Bulgaria, Bosnia and Herzegovina (BiH), and other parts of Eastern Europe are trafficked through BiH and Serbia and Montenegro to Croatia. Due to Croatia's border with the EU, many victims are trafficked into Western Europe. There was one reported case of trafficking for forced labor in 2005.

The Government of Croatia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Although the government increased its law enforcement investigations in 2005, follow-through on law enforcement efforts remained inadequate and, due to an enormous judicial case backlog, no traffickers were convicted or sentenced in 2005. The government continued to employ a systematic screening process to identify and assist trafficking victims and implemented comprehensive awareness and prevention programs in 2005. The government should vigorously prosecute trafficking cases with the purpose of obtaining convictions and adequate sentences for traffickers. The government should continue to work to ensure the institutionalized screening process already in place reaches all potential victims transiting Croatia, including illegal migrants and, increasingly, migrants who transit the country legally.

Prosecution

In 2005, the Government of Croatia increased implementation of its 2004 trafficking law. The government conducted over 44 trafficking investigations, an increase from 17 the previous year. While the government prosecuted seven trafficking cases, no convictions were reported. Croatia's laws criminalize all forms of trafficking; during the reporting period, the government drafted legislation that would allow for prosecution of clients who knowingly use the services of trafficking victims. In 2005, in cooperation with IOM, the government completed its comprehensive train-the-trainer program for law enforcement and trained an additional 250 border police on victim identification and 20 officers on specific techniques for interviewing foreign trafficking victims. The government collaborated with other governments in the region to assist victims and arrest traffickers. While there were no specific reports of trafficking-related complicity, corruption and organized crime continued to hinder Croatia's anti-trafficking efforts.

Protection

In 2005, the government continued to provide all identified victims with shelter, and legal, medical, and psychological services as well as educational and vocational training; government assistance was not conditioned on victim cooperation in a trafficking case. The government continued to implement a national referral system, employing joint NGO-IOM-police "mobile teams" through which victims are identified and referred for assistance. Border police continued to follow a specific protocol outlining aggressive investigative techniques to identify trafficking victims transiting through Croatia, and referred cases involving potential trafficking victims to the Criminal Police Directorate for Organized Crime within the Ministry of Interior. Despite the government's efforts to train police and other front-line responders on victim identification, the number of trafficking victims identified in Croatia overall remains inadequate. As a result, only five victims were identified during the reporting period, a decrease from 18 identified the previous year. The government provided two victims with one-year residency permits in 2005. Victims have adequate protection if they choose to testify.

Prevention

In 2004, the government continued to monitor its anti-trafficking efforts via its anti-trafficking coordinator, and a working group that includes NGOs met regularly to discuss specific trafficking cases and programs. In 2005, the Government of Croatia funded two public awareness campaigns targeting potential victims among the general public and children. Law enforcement officials, specially trained in trafficking, participated in the comprehensive awareness campaigns, which included roundtables, local TV and radio spots, and print ads at train stops and billboards, all of which advertised the government's anti-trafficking hotline. In 2005, the Ministry of Interior developed a flyer, translated it into four languages, and distributed it at border crossings to potential trafficking victims. In December 2005, the government organized a series of seminars to educate journalists on trafficking issues, with a special emphasis on protection of victims' identity. During the reporting period, the government adopted a National Plan for Trafficking in Children.

CUBA (TIER 3)

Cuba is a source country for women and children trafficked for the purposes of sexual exploitation and forced child labor. The nature and extent of trafficking in the country is hard to gauge due to the closed nature of the government and a lack of non-governmental reporting.¹ However, Cuba is a major destination for sex tourism, which largely caters to hundreds of thousands of European, Canadian, and Latin American tourists. Cuba's thriving sex trade involves large numbers of minors and there is anecdotal evidence that state-run hotel workers, travel company employees, taxicab drivers, bar and restaurant workers, and law enforcement personnel are complicit in the commercial sexual exploitation of these children. There are also reports that Cuban women have been trafficked to Mexico for sexual exploitation, in addition to unconfirmed reports that Cubans are forced to work as deckhands on smuggling trips in order to pay off large smuggling debts. Cuban forced labor victims also include children coerced into working in commercial agriculture.

The Government of Cuba does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Information related to trafficking in Cuba is difficult to obtain because the Government of Cuba will not publicly release information and any attempt to engage the Government of Cuba is rebuffed as politically motivated. To improve its efforts to combat trafficking, the government should publicly acknowledge that trafficking occurs and make efforts to investigate, prosecute, and convict those who are abusing women and children in the sex trade.

Prosecution

The government has no anti-trafficking law enforcement policy and there were no investigations, arrests, prosecutions, or convictions of traffickers over the period covered by this report. The Cuban penal code provides penalties for trafficking-related crimes; however, the Cuban Government does not provide information on the actual enforcement of these laws. Article 302 of the Cuban penal code provides for penalties ranging between four and 20 years for inducing or promoting prostitution. Penalties are increased to 20 to 30 years if the act involves facilitating a person's entry to or exit from the country. Article 316 provides penalties of seven to 15 years' imprisonment for the trafficking of minors. Cuba also has laws against forced labor and sexual exploitation. Despite the presence of laws that may be used to prosecute traffickers, it is not known if any such laws resulted in a prosecution or a conviction during the reporting period.

There were no known investigations or prosecutions of public officials for complicity in trafficking during the reporting period.

Protection

Cuban Government efforts to aid trafficking victims were not seen or reported over the last year. Victims are punished for unlawful acts committed as part of their being trafficked; women and children in prostitution are occasionally sent to “reeducation” programs, and most are sentenced to several years in prison. Furthermore, “rehabilitation centers” for women and children engaged in prostitution (some of whom may be trafficking victims) are not staffed with personnel who are trained or equipped to adequately care for potential trafficking victims. Additionally, there is evidence to suggest that such rehabilitation centers are in fact the equivalent of prisons and do not provide any necessary services to the women and children housed there. There is no coordination on trafficking-related matters with international organizations or NGOs operating in the country.

Prevention

The government undertakes no information campaigns to prevent trafficking for sexual exploitation, and does not officially admit that Cuba has a trafficking problem. There are passing references to trafficking-related issues in a National Action Plan for Youth and Adolescents, but nothing specific regarding the prevention of trafficking or how to address the growing numbers of children engaged in prostitution in the country.

¹ The Cuban Government does not tolerate independent NGOs and most are in fact operating under the direction of the Cuban government.

CYPRUS (TIER 2 WATCH LIST)

Cyprus is primarily a destination country for a large number of women trafficked from Eastern and Central Europe for the purpose of sexual exploitation. Other countries of origin include the Philippines and the Dominican Republic. Traffickers continued to fraudulently recruit victims for work as dancers in cabarets and nightclubs on short-term “artiste” visas, for work in pubs and bars on employment visas, or for illegal work on tourist or student visas. Traffickers often rotated victims between different cabarets in cities throughout Cyprus. There were credible reports of female domestic workers from India, Sri Lanka and the Philippines forced to work excessively long hours and denied proper compensation.

The Government of Cyprus does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Cyprus has been placed on Tier 2 Watch List because of its failure to show evidence of increasing efforts to address its serious trafficking for sexual exploitation problem. While there were seven convictions using prostitution and sexual exploitation laws, the government failed to utilize its anti-trafficking legislation during the reporting period. The government did not proactively implement its National Action Plan, nor did it formally open a trafficking shelter. The government slightly decreased the number of “artiste” visas issued in 2005, but failed to fulfill its commitment to abolish this visa category. The government should assign a clear political priority to fighting trafficking immediately. It should start prosecuting trafficking crimes. As

promised in the National Action Plan, the government should significantly reduce the number of "artiste" visas and abolish this visa category to prevent further exploitation of trafficking victims in Cyprus. It should produce and launch a national public awareness campaign to reduce demand for trafficking victims in Cyprus. The Cypriot Government should complete, proactively implement, and distribute its standardized handbook for screening and referral of victims and ensure its wide distribution to all foreign workers entering Cyprus.

Prosecution

In 2005, the Government of Cyprus failed to sustain the anti-trafficking law enforcement momentum started in the previous year. The government finalized its proposed laws on trafficking but has not yet introduced them to Parliament; this proposed legislation would abolish the "artiste" visa and expand Cypriot law to include other forms of trafficking. In 2005, the Cypriot police arrested an increased number of traffickers. While the government convicted seven suspects on charges related to prostitution, it was unable to confirm whether a trafficking element was involved. In March 2006, the Council of Ministers introduced amendments to its current immigration law to the House of Representatives, which would harmonize it with EU directives to combat human trafficking. During the reporting period, the government cooperated in five international trafficking investigations and responded to requests for assistance from source countries. During the year the press reported that at least 19 officers have been implicated in corruption cases, at least two of which were related to prostitution or possible trafficking. To combat police corruption, the Council of Ministers appointed an independent body to investigate police corruption in April, 2006, but failed to investigate reports of trafficking-related corruption.

Protection

The Government of Cyprus did not demonstrate tangible progress in providing protection and assistance to victims of trafficking in 2005. It fell short of targets established by the government's own National Action Plan. Although the government procured funding, obtained permits and signed a lease for a shelter for trafficking victims, it failed to open it during the reporting period. The anti-trafficking unit informally referred victims to an NGO shelter in Limassol, but the government did not establish a formalized screening and referral process. The government's Welfare Services provided financial aid, counseling and temporary shelter to 36 victims for up to three weeks in subsidized homes for the elderly. Although the planned 2004 standardized internal guidelines on victim identification and referral were completed and sent to all ministries for final review, they have yet to be printed or distributed. The government cooperated with NGOs in preparing the new immigration legislation and handbook. During the reporting period, the police identified 55 victims of trafficking, 42 of whom testified or pressed charges against their traffickers. Identified victims were offered legal alternatives to their removal and were allowed to remain in the country in order to testify. In the absence of a formal screening process, some unidentified victims continued to be at risk of deportation.

Prevention

The Government of Cyprus made some limited progress in implementing prevention elements of its National Action Plan in 2005. The government printed 60,000 trafficking prevention leaflets in four languages for those entering Cyprus on "artiste" visas, and began distributing these at immigration police offices and at airports. Although the government funded a promised demand-oriented public awareness campaign, it has yet to conduct any large scale campaigns to generate public awareness about the role customers play in contributing to trafficking in Cyprus. The government drafted a pamphlet in Greek for all foreign workers entering Cyprus on other work

visas, but has yet to print or distribute it. It issued 4,000 new “artiste” visas in 2005, a 13 percent decrease from the previous year.

Area Administered by Turkish Cypriots:

The northern part of Cyprus is governed by a Turkish Cypriot administration that has declared itself the “Turkish Republic of Northern Cyprus” (“TRNC”). The United States does not recognize it, nor does any other country, except Turkey.

The area administered by Turkish Cypriots is a destination for women trafficked from Eastern and Central Europe for the purpose of sexual exploitation. Reportedly, men were trafficked to work in the construction industry. There are continued indications that it is also used as a transit point for persons trafficked into forced labor into the EU.

The area administered by Turkish Cypriots does not have a law that specifically prohibits trafficking in persons. In 2005, all potential trafficking cases were tried on the charge of “living off the earnings of prostitution.” Persons convicted under this law can receive a maximum sentence of two years in prison. This is not commensurate with the penalties for other similar crimes in the area administered by Turkish Cypriots, such as rape. Police arrested 25 suspects, prosecuted 16 cases and convicted nine suspects, all of whom paid minor fines. In 2005, 1,031 “artiste” visas were issued to women working in 46 nightclubs, and as of January 2006, 378 foreign women were working in this area. In 2005, immigration police repatriated 150 women who wished to curtail their nightclub contracts. Police corruption remained a problem; in May 2005, two police officers were questioned on suspicion of involvement in a false visa ring but no arrests were made. In 2006, Turkish Cypriots established an anti-trafficking hotline, but have not publicized it. Turkish Cypriots should take proactive steps to train law enforcement and other front-line responders on victim identification techniques, including the key difference between trafficking and smuggling — exploitation.

CZECH REPUBLIC (TIER 2)

The Czech Republic is a source, transit, and destination country for women from the former Soviet Union, China, and Vietnam trafficked to and through the Czech Republic for the purpose of sexual exploitation. Czech women are trafficked to Germany, Austria, the Netherlands, and Scandinavia. The Czech Republic is a transit and destination country for men and women trafficked from Ukraine, Belarus, China, Vietnam, India, and North Korea for the purposes of labor exploitation. IOM reported in 2005 that labor trafficking is a growing problem in the Czech Republic. Ethnic Roma women remain at the highest risk for trafficking within the country.

The Government of the Czech Republic does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Czech Republic is placed on Tier 2 because of inadequate sentences for traffickers and concerns over forced labor. The North Korean (D.P.R.K.) regime provides contract labor for private industry in the Czech Republic. There are allegations that this labor is exploitative, specifically that the D.P.R.K. government keeps most of the wages paid to the North Korean workers and that workers’ movement is controlled by D.P.R.K. government ‘minders.’ The Czech Government has conducted four investigations since 2004 and

continues to investigate the North Korean workers' presence in the Czech Republic. To date, however, it has not confirmed that they enjoy freedom of movement away from D.P.R.K. government 'minders' and are not subject to other coercive practices, such as the collection of a majority of the workers' salaries by D.P.R.K. officials. While concerns remain over efforts to combat forced labor and trafficking sentences, the government continued to provide excellent victim protection and assistance services as well as funding to all local NGOs with trafficking assistance programs. Law enforcement efforts also showed steady improvement. Several hundred police were trained in trafficking awareness and victim identification. The government should ensure that more convicted traffickers serve time in prison, and establish clear internal guidelines for police and prosecutors to successfully investigate and prosecute labor trafficking cases. The government should vigorously investigate all reports of suspected labor trafficking and regulate the practice of labor brokers that recruit guest workers to work in the Czech Republic. To this end, the government should implement recommendations made under the National Strategy to increase the number of police in the Organized Crime Unit. More labor inspectors should be given mandatory training on trafficking and on identifying labor trafficking victims.

Prosecution

The government demonstrated some progress in its anti-trafficking law enforcement efforts over the past year. During the reporting period, police conducted 18 trafficking investigations, down from 30 in 2004. There were 12 trafficking prosecutions resulting in 20 convictions. This total is up from 12 convictions in 2004. Additionally, 52 traffickers were prosecuted and convicted of offenses relating to but not specifically for trafficking in 2005. Although the number of prosecutions increased, the majority of convicted traffickers continued to receive suspended sentences. During the reporting period, only eight traffickers received prison sentences; twelve convicted traffickers received suspended sentences. The government sponsored several trainings for prosecutors and judges to improve prosecutions and increase prescribed sentences during the reporting period. Although there were no reports of institutional involvement in trafficking by Czech Government agencies, NGOs reported allegations of individual cases of corruption within the Czech Alien and Border police. There were 90 convictions of police and border officers for corruption in 2005, though the Czech government could not confirm any cases related to trafficking.

Protection

The government demonstrated significant efforts to protect and assist victims. The government permanently funds a victim assistance program that provides comprehensive victim protection. Victims choosing to cooperate with authorities may receive temporary-stay visas and are provided with health care, financial support, housing, additional counseling, job-placement assistance for foreign victims, and vocational training for repatriated Czech victims. Upon completion of legal proceedings, victims may choose to apply for permanent residency in the Czech Republic. Two victims were granted permanent residency during the reporting period. Beginning in 2005, victims granted a temporary stay visa were allowed to receive work permits. During the reporting period, 17 victims enrolled in the victim assistance program. The government also funds an IOM repatriation program for victims from Georgia and Moldova.

Prevention

Prevention efforts were adequate during the reporting period. As part of its demand reduction program, the government funded a study of prostitution clients and the demand for sexual services in the country. The Foreign Ministry continued its anti-trafficking education programs and provided

trafficking information to persons applying for Czech visas in countries identified as sources of trafficking. In addition, consular officers received a new instructional manual on trafficking and some consular officers were provided training to identify potential victims. The government carefully monitored migration patterns for evidence of trafficking.

DENMARK (TIER 1)

Denmark is primarily a transit and destination country for women and children trafficked from Ukraine, Moldova, Russia, the Baltic States, Thailand, and Nigeria for the purpose of commercial sexual exploitation. In 2005, there was one reported case of internal trafficking. Most cases of child trafficking involved the commercial sexual exploitation of young women aged 14 to 18. The government recognizes that trafficking is a problem in Denmark.

The Government of Denmark fully complies with the minimum standards for the elimination of trafficking. Denmark has shown considerable progress in addressing the problem of trafficking both internally and abroad. The government collaborates well with civil society organizations in addressing trafficking issues. In September 2005, the government amended its National Action Plan to bring greater attention to the trafficking of children. Government services offered to victims immediately upon their identification are sufficient. In order to provide more protection to victims who are returned to source countries, the Danish government should consider extending the 15-day stay currently offered to victims, as well as adopt legal alternatives to the removal of victims who may face retribution or hardship upon repatriation. The government should also centrally compile and maintain more comprehensive data regarding investigations, prosecutions, convictions, and sentences.

Prosecution

The Government of Denmark showed continued progress in its anti-trafficking law enforcement efforts. Danish police conducted more than 30 trafficking investigations. In 2005, the government prosecuted four trafficking cases using its anti-trafficking law and 26 trafficking cases using its procurement law. Three people were convicted under the anti-trafficking law and 57 traffickers were convicted under the sexual procurement law. There was no comprehensive data provided on the specific sentences prescribed to traffickers; however, Danish law provides that all traffickers serve time in prison. No traffickers received suspended sentences. The government provided specialized training for authorities on how to recognize, investigate, and prosecute instances of trafficking. The National Police maintained a website with up-to-date information on trafficking that is accessible by the police. The government regularly cooperated with neighboring countries on joint investigations. While victims were encouraged to assist in investigations and prosecutions, few victims were willing to testify for fear of retribution upon their repatriation or against their family members in their home country.

Protection

The Danish Government's efforts to provide care for victims of trafficking improved during the reporting period. The government continued to fully fund three organizations that provided services for actual and potential victims. In 2005, one organization provided support for 60 trafficking victims, an increase from 29 in 2004. When police raided brothels or suspected

trafficking rings, they often included social workers to assist victims onsite. Victims received immediate medical care and counseling. The newly introduced trafficking in children appendix to the National Action Plan provides for greater NGO support to minors, including the appointment of a guardian for each minor. Victims found in violation of immigration law are neither jailed nor fined and are offered a 15-day stay before repatriation during which they receive health care, counseling, and shelter. If these victims do not voluntarily return to their countries of origin, they are barred from re-entry to Denmark for one year. The government is aware that some victims may face hardship or retribution upon repatriation. Danish organizations attempt to arrange NGO care for these victims upon re-entry in their country of origin; however, the government is often unable to make such arrangements due to the underdeveloped NGO systems in many source countries.

Prevention

Denmark continued its progress in trafficking prevention. The government adequately monitored its borders and cooperated with other EU member states to prevent suspected criminals from entering Denmark. The government allocated \$162,000 for an information campaign that targets the demand for trafficking and increases public awareness; the campaign will be launched in fall 2006. The government funds social organizations that regularly held information and outreach campaigns in local regions for both child and adult trafficking.

DJIBOUTI (TIER 2 WATCH LIST)

Djibouti is a source, transit, and destination country for women and children trafficked for the purposes of sexual exploitation and possibly forced labor. Small numbers of girls are trafficked to Djibouti from Ethiopia, Somalia, and the self-proclaimed Republic of Somaliland for sexual exploitation; economic migrants from these countries also at times fall victim to trafficking upon reaching Djibouti City or the Ethiopia-Djibouti trucking corridor. A small number of girls from impoverished Djiboutian families also engage in prostitution as a means of income, and they may be victims of trafficking. Children in prostitution are found on the streets or in brothels. Individuals acting as pimps or protectors are frequently used to set up transactions; older children reportedly force younger children to engage in prostitution and then collect their earnings. Women and children from neighboring countries reportedly transit Djibouti for Arab countries, Somalia, and Somaliland for ultimate use in forced labor or sexual exploitation.

The Government of Djibouti does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Djibouti is placed on Tier 2 Watch List because the determination that it is making significant efforts is based partly on the government's commitments to undertake future steps over the coming year, particularly in regard to drafting and passing a comprehensive anti-trafficking law. To begin combating trafficking in Djibouti, the government should initiate anti-trafficking legal reform, begin to educate government officials and the general public on the issue of trafficking in persons, and establish a mechanism for providing protective services to trafficking victims, particularly through the forging of dynamic partnerships with NGOs and associations already engaged in child protection activities.

Prosecution

The Government of Djibouti showed negligible efforts to punish acts of trafficking during the reporting period. Djibouti does not have a specific law prohibiting trafficking in persons, though laws against pimping and unpaid labor could potentially be used to prosecute trafficking cases. There were no prosecutions of traffickers during the year. The Brigade des Moeurs (Vice Police) is responsible for confronting the problem of children in prostitution; the brigade conducts nightly patrols of the bars in Djibouti City for persons under 18 years of age. In 2004, the brigade arrested 412 children in prostitution; 255 of these children were Ethiopian and 152 were Somali. Children under the age of 18 arrested for prostitution are typically charged with a misdemeanor crime as opposed to the full criminal charge prostitution normally carries; these girls are usually released. Police stations were, at times, used as temporary shelters for children while they waited for expedited court hearings. The government did not provide any specialized training for government officials in trafficking recognition or in the provision of assistance to trafficking victims.

Protection

There were no government efforts to protect victims of trafficking during the reporting period. Victims could, in theory, receive the same medical care available to victims of other crimes, but there were no known cases of this happening. The government punishes trafficking victims for unlawful acts they have committed as a direct result of their being trafficked. The government also failed to offer legal alternatives to the removal of foreign trafficking victims to countries where they could face hardship or retribution. Undocumented foreign trafficking victims are deported by truck to their country of origin. Djiboutian victims are returned to their families. During the year, the police reportedly turned some street children over to two child protection NGOs for care; no further information on these activities is known.

Prevention

There is minimal understanding within the Djiboutian political hierarchy of what constitutes trafficking in persons. The government did not conduct anti-trafficking public education campaigns during the reporting period. The Labor Inspector's Bureau, which consists of one Inspector and six Controllers, lacks funding and has limited reach; the current state of labor inspection makes it nearly impossible to accurately assess labor conditions, including those potentially involving trafficking for forced labor, throughout the country. Both vulnerable Djiboutian women and Djiboutian trafficking victims could potentially take advantage of available micro-credit loans that assist poor women in starting income-generating activities.

DOMINICAN REPUBLIC (TIER 2)

The Dominican Republic is a source, transit, and destination country for men, women, and children trafficked for the purposes of sexual exploitation and forced labor. IOM estimates that 50,000 Dominican women work in prostitution around the world and that an estimated one-third of these women are trafficking victims. Other international organizations estimate that between 30,000 and 50,000 Dominicans are victims of trafficking. Dominican women are often recruited through acquaintances or family networks, and by means of false promises and misleading employment advertisements. Many are unaware of the true nature of the work, the coercive demands that later will be made of them, or the amount of money they will receive. The primary destinations include Argentina, Australia, the Netherlands, Brazil, Costa Rica, the Netherlands Antilles, Germany, Greece,

Italy, Japan, Panama, Suriname, and Switzerland. There is also significant internal trafficking of women and children from rural areas to cities and tourist districts. Haitians are trafficked to the Dominican Republic to work in the sugarcane industry in shantytowns, referred to as “bateys.” The conditions in the bateys are substandard; in some bateys, armed guards reportedly kept workers’ clothes and documents.

The Government of the Dominican Republic does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Dominican Republic has undertaken modest improvements to combat trafficking throughout the country, but much more should be done to address corruption, which often impedes investigations and law enforcement efforts in the country. Additionally, more attention should be given to identifying and aiding potential Haitian victims of trafficking. Increased efforts in victim protection are also necessary, and the government should work to increase funding to those agencies and organizations that are providing shelters and social services to trafficking victims.

Prosecution

The Dominican Republic’s anti-trafficking law enforcement efforts increased over the reporting period, and the government made significant efforts to provide trafficking-related law enforcement data. The Dominican Republic has an anti-trafficking law, enacted in 2003. The law addresses both alien smuggling and trafficking in persons, and provides for penalties from 15-20 years’ imprisonment and fines of 175 times the minimum wage. This law was used to convict seven individuals over the reporting period. There are also a number of related criminal laws that may be used against traffickers. During the reporting period, the government closed several brothels where children were being exploited, and convicted one of the brothel owners, sentencing him to five years’ imprisonment. The government also secured convictions of four other trafficking defendants under its anti-trafficking law. These convictions resulted in 15-year prison terms for each defendant and 24 children were rescued from a brothel as a result. Child trafficker Maria Martinez Nunez, who had been awaiting trial since 2002, was also convicted. According to the Attorney General’s Office, there are an additional 10 prosecutions underway. There were no reported investigations or prosecutions of public officials for complicity in trafficking despite widespread reporting of such corruption.

Protection

The government’s efforts to protect victims of trafficking continued to be hampered by a lack of resources. Under the anti-trafficking law, victims are entitled to housing, medical care, and access to educational and other services. There are no shelters in the country specifically aimed at assisting trafficking victims; resource constraints make it difficult to fulfill this aspect of the law. The government’s social services agency (CONANI) runs seven shelters in the country that may aid child trafficking victims. In addition, the government provides some funding to the Adoratrices Center, a religious organization that is coordinating with IOM to rehabilitate trafficking victims and provide them with vocational training. Adult trafficking victims are generally referred to IOM or to anti-trafficking NGOs. An important aspect of anti-trafficking efforts is the government’s professional development institute (INFOTEP), which provides job training to trafficking victims. The government has also stepped up efforts to control the Haitian border, and some advocates believe this has lowered the number of Haitians trafficked into the country. The government continues to deny birth certificates to Haitians born in the Dominican Republic, which leaves them more vulnerable to traffickers and also leaves them without access to certain services in the Dominican Republic.

Prevention

The government acknowledges that trafficking is a problem and has established anti-trafficking units in the Attorney General's office, the National Police, the Migration Directorate, and the Secretariat of Foreign Relations. The government sponsored several education and prevention campaigns, including "La Ley Pega Fuerte" ("The Law Strikes Hard"), with posters and brochures that highlight the legal consequences of trafficking in persons. The government also held and participated in international seminars aimed at preventing trafficking, including a program designed to provide job training for youth at risk of trafficking. An October program in Boca Chica, a known hotspot for sex tourism, reached 400 adolescents.

EAST TIMOR (TIER 2)

East Timor is a destination country for women trafficked for the purpose of sexual exploitation. There are also unverified reports of men trafficked for forced labor. The majority of women trafficked to East Timor are from Thailand, Indonesia, the Philippines, and the P.R.C. Within the country, there is internal trafficking of women and girls from rural areas to the capital, Dili, for commercial sexual exploitation. There are reports indicating that the decline in the international peacekeepers' presence has resulted in a decrease in the number of foreign trafficking victims.

The Government of East Timor does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The East Timorese government collaborated with NGOs and regional and international bodies, but it continued to have difficulty distinguishing trafficking victims from illegal migrants. While the government suffers from a lack of adequate financial resources, it also lacks political will to combat trafficking. The Government of East Timor should concentrate on arresting and prosecuting traffickers, improving victim protection measures, and raising awareness of trafficking. The government should also adopt a strong and comprehensive anti-trafficking law.

Prosecution

The Government of East Timor's law enforcement efforts against trafficking were minimal over the last year. There were no arrests or prosecutions of traffickers; the government did not compile information on law enforcement efforts. East Timorese authorities did not conduct investigations or raids over the last year. East Timor has basic legislation that criminalizes internal and external trafficking and is in the process of finalizing a new penal code that will criminalize the activities of pimps and brothel owners/operators. The Immigration and Asylum Act of 2003 criminalizes all forms of trafficking but penalties are less severe than penalties for rape and forcible sexual assault. There is a lack of coordination between prosecutors and the police, and law enforcement officials generally lack training. Despite rumors of law enforcement officials' complicity in trafficking, there were no reported prosecutions of corrupt officials related to trafficking.

Protection

The East Timorese government, lacking adequate resources, did not provide protection and assistance to trafficking victims during the reporting period. The government has a working group to focus on trafficking and coordinate with NGOs and international organizations. While some trafficking victims were repatriated through the help of their embassies and international

organizations, most victims were charged and deported for prostitution and immigration violations. The Ministry of Labor and Community Reinsertion has informally collaborated with a local NGO, "Organization of Timorese Women," which has worked to identify and help potential domestic trafficking victims free themselves and find work outside of the sex industry. The government did not fund foreign and domestic NGOs but continued to refer victims to international organizations and NGOs that run programs providing protection for victims of trafficking.

Prevention

The Ministry of Labor, in collaboration with IOM, hosted a pre-departure training program for a group of Timorese nationals going to South Korea as part of a bilateral labor agreement; the training included a session aimed at raising the participants' awareness of the threat of trafficking. The government has considered, but not developed, a national action plan to address trafficking. The East Timorese government did not place a priority on trafficking prevention programs although it continued to recognize that trafficking is a problem.

ECUADOR (TIER 2)

Ecuador is a source, transit, and destination country for persons trafficked for the purposes of sexual and labor exploitation. Many victims are children trafficked for sexual exploitation. Ecuadorians are trafficked to Western Europe, particularly Spain and Italy, and Colombia and Venezuela. Traffickers also move Colombian women and girls to Ecuador for exploitation in prostitution. However, most victims are trafficked within the country's borders. Child sex tourism is also a problem.

The Government of Ecuador does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Ecuador moved from Tier 3 to Tier 2 as a result of clear progress in several key areas. The government enacted anti-trafficking legislation and took steps to identify trafficking situations, arrest and prosecute traffickers, assist victims, and raise public awareness. The government should provide sufficient staff, training, and resources to ensure that traffickers face prompt prosecution, and it should continue working with civil society to train officials, raise public awareness, and improve protection for victims.

Prosecution

The Government of Ecuador made significant progress in identifying and punishing acts of trafficking during the reporting period. A trafficking law passed in June 2005 prohibits all forms of trafficking, raises the legal age for prostitution to 18, and establishes sentences of up to 35 years in prison. Since enactment of the law, trafficking investigations have increased. A 10-member investigative unit in DINAPEN, the national police agency charged with protecting children, and a special police intelligence unit dedicated to actions against trafficking and alien smuggling, actively pursue trafficking investigations. The Attorney General's office reported 41 arrests and 15 trafficking cases involving adolescent Ecuadorian and foreign girls and women trafficked for sexual exploitation that reached some stage of prosecution during the reporting period. One trafficker was sentenced to nine years' imprisonment in June 2005. An official has been tasked with tracking data on trafficking cases, and the Attorney General appointed special prosecutors in Quito and Guayaquil to handle trafficking cases. Although corruption is a problem in general, there were no reports of government officials involved in or prosecuted for trafficking.

Protection

The Ecuadorian Government stepped up efforts to identify and assist trafficking victims during the reporting year. The Victim and Witness Protection Program, administered by the Public Ministry, assisted 32 trafficking victims. Although the Program is not uniquely designed for trafficking victims, it works with government agencies and NGOs to provide shelter, police protection, psychological and medical care, economic assistance, employment assistance, and educational support for children to victims willing to assist in investigations and prosecutions. The Program provided funds to, and had contractual agreements with, NGOs and other service providers. There were no reports of victims jailed or deported. The government assisted in the repatriation of one victim from the United States.

Prevention

The government launched a national public awareness campaign in January 2006 and made significant efforts to prevent trafficking in the latest months of the reporting period. Government leaders, including the President, the First Lady, and cabinet members brought national attention to the country's trafficking problem. The National Institute for Children and Family, headed by the First Lady, led initiatives that spread awareness through radio, television, skits, information booths at concerts and fairs, buttons, shirts, and billboards. The government also reached agreements with several private companies to include anti-trafficking messages at public theaters, through fliers distributed with bank and credit card statements, and on board local air flights. The Ministry of Foreign Affairs trained key officials in Machala and Quito, and provided guidance to Ecuador's embassies on trafficking and how to assist Ecuadorian victims. The government worked closely with NGOs and international organizations to provide training to officials throughout the country regarding new national laws against trafficking.

EGYPT (TIER 2 WATCH LIST)

Egypt is a transit country for women trafficked from Eastern Europe – primarily Uzbekistan, Moldova, Ukraine, and Russia – to Israel for the purpose of sexual exploitation. These women generally arrive in Egypt through air and seaports as tourists and are subsequently trafficked through the Sinai Desert by Bedouin tribes. Men and women from sub-Saharan Africa and Asia are similarly believed to be trafficked through the Sinai Desert to Israel and Europe for labor exploitation. Bedouins, who are very knowledgeable of desert routes and methods of avoiding detection, routinely rape and abuse victims during journeys that can take up to two months to complete. In addition, some Egyptian children from rural areas are trafficked within the country to work as domestic servants or laborers in the agriculture industry.

The Government of Egypt does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Egypt is placed on Tier 2 Watch List for its failure to show evidence of increasing efforts to address trafficking over the past year, particularly in the area of law enforcement. The government failed to conduct an assessment of the trafficking situation, or to draft a planned comprehensive anti-trafficking law, and had few trafficking prosecutions during the year. In 2005, however, Egypt improved training for border security officials to prevent smuggling and trafficking, and incorporated innovative tools to interdict traffickers as they travel through the Sinai Desert. Egypt should take proactive measures to

investigate trafficking and increase prosecutions of Egyptians involved in trafficking rings. The government should also improve its cooperation and communication with source and destination country governments.

Prosecution

Over the year, Egypt made modest progress in its law enforcement efforts against traffickers. Egypt does not have a law specifically criminalizing human trafficking, and despite reports in 2004 that an anti-trafficking law was forthcoming, none has yet been presented to the Parliament for ratification. While other sections of the criminal code can be used to prosecute trafficking offenses, there were no reported prosecutions in 2005. According to State Security officials, the government has reportedly increased prosecutions against travel agencies complicit in the trafficking of women through Egypt. In a possible trafficking case, a criminal court in South Sinai in February 2005 convicted an Egyptian man of attempting to smuggle five Russian and Moldovan women to Israel. He was sentenced to 3.5 years in prison. Egypt should increase its investigations against Bedouin tribes involved in human smuggling and trafficking and should improve communication with source and destination countries to provide information relevant to interdicting trafficking rings. The government should also assess the level of trafficking of children for domestic or agricultural servitude and prosecute their traffickers.

Protection

Egypt took some modest measures to protect victims of trafficking this year. The government does not have a systematic mechanism to connect trafficking victims with organizations providing assistance, but does generally refer victims to IOM and their embassies to aid in their care and repatriation. Egypt also provides food, health care, and lodging to some victims on an ad hoc basis through the Ministry of Health. The government should improve its screening system at the border to ensure that trafficking victims are not detained with illegal migrants or deported without receiving victim assistance. The government does not offer legal alternatives to the removal of victims to countries where they face retribution or hardship.

Prevention

During the year, Egypt made significant progress in preventing trafficking through the Sinai Desert to other destinations. In particular, in response to terror bombings in Sinai, the government made a concerted effort to increase security in the Sinai, especially with regard to alleged illegal activities by Sinai Bedouin tribes, which include trafficking of persons. Border officials participated in training aimed to improve their skills in interdicting traffickers. They also employed Bedouin trackers and sophisticated technology such as night-vision goggles to enhance their ability to capture Bedouin traffickers in the desert. In addition, the government increased scrutiny at major airports in Cairo and Sharm el Sheikh to prevent traffickers from entering the country. The government should institute a public awareness campaign to educate employers on the rights of children working in their homes or in the agriculture industry.

EL SALVADOR (TIER 2)

El Salvador is a source, transit, and destination country for women and children trafficked for the purpose of sexual exploitation. El Salvador is also a source country for forced labor. Salvadorans

are trafficked to Guatemala, Mexico, and the United States. Salvadoran women and children are also trafficked internally from rural to urban areas for exploitation in prostitution. The vast majority of foreign victims are women and children from Nicaragua and Honduras trafficked for sexual exploitation.

The Government of El Salvador does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Authorities maintained momentum in implementing anti-trafficking laws and improving efforts to protect victims and work with countries of origin to achieve safe and orderly repatriations. The government should expand victim protection, improve cooperation between police and prosecutors to achieve better success against traffickers, and work with NGOs and the media to sustain public awareness of the trafficking problem.

Prosecution

The Government of El Salvador made modest law enforcement progress against traffickers during the reporting period. Salvadoran law criminalizes all forms of trafficking in accordance with international standards and specifies penalties of up to eight years' imprisonment that are increased by one-third in aggravated circumstances. During the reporting year, police arrested 17 individuals for trafficking and prosecutors obtained four convictions with sentences ranging from three to eight years in prison. The government also demonstrated its commitment to cooperate in international trafficking investigations by working with the Governments of Belize, Guatemala, and Nicaragua on trafficking cases throughout the year.

Protection

The government made notable improvements in victim protection, particularly in the treatment of foreign victims, during the reporting period. Victims' rights were generally respected; all victims had access to medical and psychological care; and foreign victims were not deported. The Ministry of Foreign Affairs worked with its counterparts in countries of origin to effect orderly repatriations, or offered refugee status to foreign victims with a credible fear for their life should they return home. The Government of El Salvador signed memoranda of understanding with Mexico and Guatemala to facilitate repatriation of trafficking victims. A lack of resources prevented the government from funding NGOs that work with victims. Child victims were placed with child protective services and offered shelter, counseling, and medical assistance. The social services unit of the police service operated a provisional shelter and returning Salvadoran victims received temporary shelter through a program that assists recently deported Salvadorans. The government still needs to address the lack of both adequate witness protection and long-term shelter for victims.

Prevention

The government made little progress in its prevention efforts during the reporting period. New efforts focused on training consular officials. In early 2006, the government hosted a regional trafficking conference to train consular officials on identifying and assisting trafficking victims. The government also developed a trafficking handbook for its consular officers. The government relies heavily on NGOs, the ILO, and IOM for anti-trafficking initiatives but usually funds a small portion of project costs.

EQUATORIAL GUINEA (TIER 2 WATCH LIST)

Equatorial Guinea is a transit and destination country for women and children trafficked for forced labor, involuntary domestic servitude, and commercial sexual exploitation. Children are trafficked from surrounding countries -- primarily Benin, Nigeria, Mali, and Cameroon -- to work in the agricultural and commercial sectors of Malabo and Bata, where demand is high due to a booming oil sector. Children work as farmhands, street vendors, and household servants. Girls and women are trafficked for commercial sexual exploitation from Cameroon, Togo, Nigeria, and China to Malabo and Bata.

The Government of Equatorial Guinea does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Equatorial Guinea is placed on Tier 2 Watch List for its failure to provide adequate evidence of concrete measures to address trafficking over the past year. The government's initial progress made in the prior year appears to have stalled. Specifically, the government made insufficient law enforcement and victim protection efforts, despite having substantial resources. The government, however, conducted some anti-trafficking awareness campaigns and adopted a national anti-trafficking action plan. Additionally, the government launched a campaign to shut down unlicensed foreign shopkeepers in Equatorial Guinea intended, in part, to reduce the incidence of child trafficking. To strengthen its anti-trafficking efforts, the government should educate law enforcement and government officials about its trafficking legislation and increase victim protection efforts.

Prosecution

The Government of Equatorial Guinea made minimal law enforcement efforts to combat trafficking during the reporting period. Although Equatorial Guinea enacted an anti-trafficking law in 2004, the government was unable to report any trafficking arrests or prosecutions during the reporting period. The President of the Supreme Court held a weeklong workshop for all the judges in the country on family law that included seminars on trafficking. The government also passed decrees stating that parents of children working at night would be arrested. The government does not provide law enforcement officials with training on trafficking and has not been active in investigating trafficking cases. Equatorial Guinea has no system of monitoring immigration or emigration patterns for evidence of trafficking or for collecting trafficking crime statistics. The government did not report any investigations or prosecutions of public officials complicit in trafficking.

Protection

Equatorial Guinea provided insufficient protection and care to trafficking victims during the reporting period. The government currently has no facilities for providing care to victims, although the new anti-trafficking action plan calls for the creation of shelters. Equatorial Guinea lacks a screening and referral system to identify and transfer victims found by government officials to NGOs providing victim care. While the government has expressed willingness to support a local NGO shelter, the shelter has not yet received assistance. The government reports that it supports two additional NGO shelters, but has not released details about the extent of its contribution. The government, however, does assist in the repatriation of foreign victims to their home countries.

Prevention

Equatorial Guinea continued to make modest efforts to prevent trafficking during the reporting period. The government conducted several awareness-raising campaigns, including a radio campaign about the anti-trafficking law. Equatorial Guinea adopted a national anti-trafficking action plan in February 2006.

ESTONIA (TIER 2)

Estonia is a source, transit, and destination country for women and children trafficked for the purpose of sexual exploitation. Estonian women and girls are trafficked to Finland, Sweden, Norway, and, to a lesser extent, other EU countries. Women from Russia, Latvia, and Ukraine are trafficked through Estonia to Nordic countries and some victims are believed to be transited to China. Women from Russia, Latvia, and Ukraine are also trafficked to Estonia primarily for sexual exploitation.

The Government of Estonia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government showed clear political will during the reporting period to improve anti-trafficking efforts. In January 2006, the government adopted a National Action Plan to fight trafficking; the plan defines each ministry's responsibilities and allocates \$13,000 to be spent on government and NGO anti-trafficking efforts in 2006. The plan also created a national database that will provide reliable statistics and assist the government to more efficiently assess the trafficking problem in Estonia. In compliance with EU legislation, the government is expected to amend its law to no longer treat trafficking victims who are in Estonia illegally as immigrant cases and will provide temporary residence permits to such victims. The government should expand its public awareness campaigns to address demand; these campaigns should be targeted at foreign tourists.

Prosecution

While Estonia does not have any trafficking-specific laws, the criminal code prohibits enslavement, abduction, pimping, and offering or engaging minors for prostitution and sexual acts. The penalties for such acts range from five to 12 years' imprisonment. Estonia has successfully employed these statutes to prosecute traffickers. However, in a 2005 report IOM noted that courts find it relatively difficult to convict solely on the basis of enslavement because of the difficulty in proving that the victim had no opportunity to flee from the conditions of sexual exploitation or seek assistance from law enforcement agencies. Estonia increased its total number of trafficking convictions from nine in 2004 to 22 in 2005. The government used the anti-enslavement statute in two cases and successfully convicted seven traffickers. Five criminal cases for child prostitution were initiated, resulting in the conviction and sentencing of 15 traffickers with sentences ranging from three months to two years and three months. Estonia cooperates with neighboring countries, the United States, EUROPOL, and INTERPOL in trafficking investigations and prosecutions. In January 2006, the Ministry of Justice developed a registry of criminal procedures that provides an overview of all crimes related to trafficking; this will serve to aggregate and analyze trafficking-related cases and may aid authorities in improving their fight against trafficking.

Protection

The Government of Estonia continued to make progress in assisting and protecting trafficking victims. Victims are offered medical, psychological, legal, police, and social assistance. The Ministry of Social Affairs worked closely with local authorities and NGOs to provide victim assistance services. In 2005, the Ministry trained 35 victim assistance volunteers that operate in 16 towns across Estonia; they are paired with police and given workspace within police stations to facilitate victim identification and assistance. There are no trafficking-specific shelters, but there are three shelters for domestic violence victims that provide assistance to both adult and child trafficking victims. The government continued to work closely with NGOs that provide victim assistance and protection and provided some funding to IOM for the production of a victim assistance manual distributed to social workers.

Prevention

The government was active in raising trafficking awareness among government officials and institutions; during the reporting period, trafficking curricula were introduced at the Police Academy, Border Guard School, and Public Service Academy. Two law enforcement training activities were conducted. The government also held some training sessions in cooperation with NGOs for teachers, social workers, school psychologists, victim support specialists, counselors, and police. In 2005, five training sessions were held for soldiers serving in the Balkans, Afghanistan, and Iraq to enable them to better understand, recognize, and address trafficking while deployed abroad.

ETHIOPIA (TIER 2)

Ethiopia is a source country for men, women, and children trafficked for forced labor and sexual exploitation. Children and adults are trafficked within the country for domestic servitude and, to a lesser extent, for commercial sexual exploitation and labor, such as street vending. Small numbers of men are trafficked to Saudi Arabia and the Gulf States for low-skilled forced labor. Ethiopian women are trafficked to the Middle East, particularly Lebanon, for domestic servitude; other destinations include Egypt, South Africa, Sudan, and Djibouti. Small percentages of these women are trafficked for sexual exploitation. Transit countries for trafficked Ethiopians reportedly include Djibouti, Egypt, Kenya, Libya, Somalia, and Sudan.

The Government of Ethiopia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. While Ethiopia's ongoing efforts to educate migrating workers about the dangers of trafficking and detect cases of child trafficking within the country are notable, its small number of prosecutions compared to the large number of investigations is a continued cause for concern. To further its anti-trafficking efforts, the government should improve the investigative capacity of police and enhance judicial understanding of trafficking to enable a greater number of successful prosecutions, and launch a broad anti-trafficking public awareness and education campaign.

Prosecution

The Ethiopian Government's law enforcement response to trafficking improved in 2005. In May, the government enacted a new penal code with improved anti-trafficking language that criminalizes most forms of human trafficking. Working with a local NGO, police monitored five key towns for possible trafficking. At security checkpoints throughout the country, the Immigration Authority verified the legality of migrants' travel documents. Border guards on the Bossasso route reported mass movements toward Somalia; the guards stopped travelers without proper documentation and issued warnings about the dangers of irregular migration. In 2005, 520 cases of child trafficking were reported, eight of which remained under investigation at year's end. Police referred 38 cases to the prosecutor's office: by the close of the reporting period, two resulted in conviction, 18 were pending prosecution, and 18 were closed for lack of evidence or because the defendant absconded. The low conviction rate for trafficking cases serves as a poor deterrent to traffickers, who can operate with relative impunity. In late 2005, police officers assigned to anti-child trafficking units in Addis Ababa were transferred from those duties to deal with recurring street disturbances. The Ministry of Labor (MOLSA), in

cooperation with the Airport Immigration Authority, prevented an unspecified number of labor migrants without valid employment contracts from departing for the Middle East.

Protection

The government provided limited assistance to trafficking victims over the last year. The child protection unit in each Addis Ababa police station collected information on rescued trafficked children to facilitate their return to their families; it also referred 262 girls to an NGO for care pending transport home. The Ethiopian consulates in Beirut and Dubai dispensed limited legal advice to trafficking victims and provided temporary shelter for victims awaiting funds to pay off abusive employers for their freedom. In 2005, MOSLA investigated 52 complaints filed by returnees and families of aggrieved employees by verifying employment agencies' reporting through the Ethiopian missions abroad: 45 complaints were determined to be unfounded, four were amicably resolved, and legal proceedings for contract violations began against labor migration agencies in three cases. Government authorities made no effort to interview returned victims about their experiences in the Middle East.

Prevention

Ethiopia's efforts to prevent international trafficking increased, but measures to increase awareness of internal trafficking were lacking. During the past year, the government tightened its implementation of foreign employment regulations, resulting in a trafficking route shift; more Ethiopian victims are reportedly transiting neighboring countries rather than flying directly out of the main airport. The Immigration Authority continued to provide printed information on trafficking to those applying for passports and required applicants to view a video on the dangers of human trafficking. MOLSA supervised the work of legal labor migration agencies through surprise inspections and required biweekly reports. In 2005, the number of registered agencies rose from five to 17, facilitating the travel of 6,200 workers to six countries. MOSLA, in conjunction with Ethiopian consulates in the Middle East, approved foreign labor contracts for an additional 1,345 workers; many Ethiopians still continue to seek international employment through black market channels. The inter-ministerial anti-trafficking committee convened regularly, but its activities were not disclosed. The counter-trafficking task force, chaired by the Ministry of Justice, was inactive for most of the reporting period.

FINLAND (TIER 1)

Finland is a transit and destination country for women and girls trafficked from Russia, China, and to a lesser extent from Moldova, the Caucasus, and Thailand, for the purpose of sexual exploitation. Victims are trafficked through Finland to other Nordic and Western European countries and to the United States. Finland is also a destination country for men and women trafficked from Russia, Estonia, Turkey, and Asia for the purpose of forced labor. Most victims are exploited in the construction industry, restaurants, and as domestic servants. In April 2005, authorities intercepted a bus of potential labor trafficking victims from Georgia; authorities believe these women were possibly being trafficked to Italy for the purpose of domestic servitude.

The Government of Finland fully complies with the minimum standards for the elimination of trafficking. The government has made significant strides in its over-all anti-trafficking efforts.

Finland implemented its comprehensive victim protection program under its 2005 national action plan, established a victim referral mechanism to ensure victims are referred to NGO-run shelters, intensified its prevention efforts both domestically and in source countries, and ceased its deportation of trafficking victims. The government could further improve victim care by providing trafficking-specific training to victim counselors and finalizing plans to issue temporary residence permits to victims. Finland should also consider creating a formal witness protection program and providing additional training for prosecutors and judges on how to effectively utilize the new anti-trafficking laws in addition to strengthening the penalties assessed to convicted traffickers.

Prosecution

The government improved its law enforcement efforts. During the reporting period, police conducted five trafficking investigations resulting in four prosecutions. Although prosecutors did not use Finland's new anti-trafficking law in 2005, four traffickers were convicted using other criminal statutes. The four convicted traffickers, including two Korean nationals, one Chinese national, and one Russian national were involved in transit cases. Sentences for convicted traffickers ranged from 10 months to 17 months in prison. Finland actively cooperates with other governments in investigations and prosecutions. The National Bureau of Investigation has anti-trafficking officers in nine Finnish Embassies and Consulates in key source countries in Europe and Asia. In December 2005, the police began an awareness and victim identification training program for its officers. A training session was held in December 2005 for prosecutors to improve their ability to successfully prosecute transit cases.

Protection

Finland demonstrated significant progress in assisting victims throughout the year. A national action plan against trafficking, which provides a victim-centered approach, was formally adopted in April 2005. Upon their identification, victims are taken to reception centers. Fifteen victims were housed in the reception centers during the reporting period. In response to NGO requests, the government recently began referring victims to NGO-run shelters whenever possible as housing alternatives to the reception centers. Great progress was made on the issue of victim deportation. In the past, trafficking victims were frequently deported without receiving any victim assistance. Now, police have a screening process in place to identify victims and ensure they are referred for assistance. Beginning in 2005, the government began systematically screening for victims and identified 15 probable victims. Victims receive legal counseling, medical and psychological services, and monthly stipends.

Prevention

The government continued to improve its trafficking prevention efforts. Finland conducted a domestic prevention program focused on demand reduction; the government displayed posters and other media at ports-of-entry, post offices, and other locations to target clients and to challenge the view that prostitution and sex tourism is a "victimless crime." In late 2005, the Ministry of Foreign Affairs designed a training program to teach Finnish consular officers to better detect trafficking situations as well as how to follow up when trafficking is suspected. Since April 2005, 400 border guards have received victim identification training; during the reporting period, authorities at Vantaa airport intercepted a group of three adults and seven minors being trafficked from Asia to Western Europe.

FRANCE (TIER 1)

France is a destination country for women and girls trafficked for the purpose of sexual exploitation, primarily from Romania and Bulgaria. Other countries of origin include Albania, Nigeria, Sierra Leone, and Cameroon. Reports continued of women and children trafficked into involuntary domestic servitude, the majority from Africa. The government estimates that there are 10,000 to 12,000 likely trafficking victims in France. Trafficking of Brazilian women and girls for sexual exploitation to French Guiana — a French possession— remained a serious problem.

The Government of France fully complies with the minimum standards for the elimination of trafficking. The government continued to fund support services for victims and actively investigated and convicted traffickers. To increase identification of potential trafficking victims detained by police, the government should institutionalize a screening and referral procedure to ensure potential trafficking victims are identified and assisted.

Prosecution

In 2005, the French Government continued implementation of the 2003 Domestic Security law that allowed for arrest and fining of potential victims for “passive solicitation.” As such, some victims of trafficking are processed through the French criminal justice system for unlawful acts that are a direct result of their being trafficked. French anti-trafficking officials contend that arresting potential victims allows officials to bring them into police custody, away from their pimps, in order to gain information on their trafficking networks and to seek to get them to denounce their traffickers. NGOs criticize the government's lack of a proactive approach to identifying trafficking victims; the reactive approach requires that potential victims identify themselves and denounce their traffickers within 24 hours of detention following arrest, offering victims no time to develop assurances against retribution. The government reported prosecuting and convicting a minimum of 43 traffickers in 2004; sentencing data for 25 of these convictions indicate an average of 28 months. While the government was unable to provide statistical evidence of additional convictions, an undetermined number of traffickers were likely prosecuted under the government’s anti-pimping provisions. The government continued its bilateral cooperation, particularly with Bulgaria and Romania, to investigate and prosecute traffickers and to provide for reintegration for those victims who want to return to their countries of origin. In 2005, French authorities dismantled 41 international trafficking networks. During the reporting period, the government implemented its law with extraterritorial application to prosecute a French national who participated in child sex tourism abroad; following a French arrest request, Indonesian authorities arrested a French national in March 2005 and sentenced him in October to 30 months' imprisonment for sexual aggression against three Balinese children. There was no indication of trafficking-related complicity among French Government officials.

Protection

In 2005, the national government and city of Paris continued to fund comprehensive services and long-term shelter for trafficking victims through the Accompaniment Places of Welcome (ALC). The ALC network of 33 associations provides places in 44 shelters for trafficking victims. In 2005, ALC reported assisting 44 victims. The government continued to offer victims three to nine months' temporary residency if they filed a complaint or testified against their traffickers. In 2005, the government reported issuing in Paris alone 306 temporary residence permits, of which 197 were renewable. Some NGOs reported difficulties in securing residence permits for victims and a lack of

protection and secure accommodations for victims, even for those who cooperated with law enforcement and denounced their traffickers. In October 2005, the Ministry of Interior issued a circular to encourage police and other officials to broaden the application of temporary residence permits. This circular urges that permits be given to victims on humanitarian grounds — if there is reason to believe they face retribution or hardship if repatriated. NGOs criticized the French government for not implementing a victim-centered approach to trafficking, claiming that the Domestic Security law was aimed more at public disorder than combating trafficking. While the government reported 500 deportation orders issued for illegal migrants in 2005, it could not confirm if all were executed; some trafficking victims are likely included in that number. The government continued to deny legal alternatives to the removal of some trafficking victims to countries where they may face hardship or retribution.

Prevention

In 2005, the government continued to fund an NGO-run anti-child sex tourism campaign on all Air France flights, warning French tourists against engaging in sex with minors and alerting them that engaging in child sex tourism is a violation of French law. Cooperation among NGOs assisting trafficking victims and French officials varied across France. The government continued to coordinate its trafficking efforts via an inter-ministerial commission on trafficking, chaired by the lead operational and political focal point on trafficking in France, OCRETH. In March 2006, the French Government announced the creation of positions in six French embassies overseas in countries considered most susceptible to child sex tourism — French officials will educate the country about how to combat child sex tourism, assist in prosecutions of French nationals, and help victims approach authorities. In 2005, the Government of France continued its 2004 poster campaign to raise awareness about the existence of trafficking and exploitation among women in prostitution.

GABON (TIER 2)

Gabon is a destination country for children trafficked from Benin, Togo, Nigeria, and Guinea, with smaller numbers coming from Sierra Leone, Liberia, Burkina Faso, and Cameroon, for the purpose of labor exploitation. Girls work in domestic servitude, market vending, and restaurants, while boys work in small workshops and street vending. Victims are typically trafficked into the country by boat, arriving on deserted beaches where their likelihood of detection is small.

The Government of Gabon does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To strengthen its response to trafficking, the government should increase efforts to prosecute traffickers and assist in repatriating foreign victims.

Prosecution

The government continued strong law enforcement efforts to combat trafficking over the last year. Gabonese law has prohibited child trafficking for labor exploitation since 2004; this law, however, does not specifically proscribe trafficking for sexual exploitation. The government has not reported any convictions under the trafficking law; however, between March 2005 and January 2006, the police arrested 22 traffickers. After their investigation, 15 of these cases were dropped, some due to difficulties in obtaining victim testimonies. Five of the arrested traffickers remain in police custody.

under investigation and two are being prosecuted. To combat maritime child trafficking into Gabon, the government in January 2006 purchased 10 patrol boats for its gendarmerie and navy. During the reporting period, active law enforcement measures reduced the number of child victims forced to sell products in the marketplace. The government has not provided any specialized training on recognizing, investigating, or prosecuting trafficking, but officials participated in trafficking law enforcement training provided by NGOs and international organizations.

Protection

The Government of Gabon continued making significant efforts to protect trafficking victims over the last year. In July 2005, police sweeps targeting children who worked illegally resulted in the rescue of approximately 100 children, many of whom are believed to be trafficking victims. The government continued to fund a victim reception center providing educational, medical, and psychological services. Victims stay in the center until their families are located and arrangements are made for their repatriation. Twenty-one trafficking victims passed through the reception center in 2005. Security forces continued to screen victims based on age, placing victims 16 years old and under in the government's center; older victims with a Catholic charity; and Nigerian victims with the Nigerian Embassy. On occasion, victims were housed in jails overnight, but they were not confined in cells and were separated from criminal detainees. The government continues to fully fund and staff a 24-hour hotline it operates in cooperation with UNICEF. The government has no budget for victim repatriation. The government did not punish victims for unlawful acts committed as a direct result of their being trafficked.

Prevention

The Government of Gabon continued an aggressive campaign to raise awareness of trafficking. The Ministry of Justice continued to organize "town hall" meetings throughout the country to publicize Gabon's anti-trafficking law. Government-controlled media covered trafficking issues extensively and broadcasted U.S.-funded anti-trafficking messages. The government worked with UNICEF in ongoing efforts to place anti-trafficking posters in schools and other public venues. Government officials cooperated with NGOs and diplomatic missions to share information and develop programs to combat trafficking.

THE GAMBIA (TIER 2)

The Gambia is a source, transit, and destination country for women and children trafficked for forced labor and sexual exploitation. Trafficking occurs within the country and internationally. Women and girls are trafficked for domestic servitude and sexual exploitation, while boys are trafficked for street vending, sexual exploitation, work in the fishing industry, and by religious leaders for begging. Women and children are trafficked to The Gambia from Senegal, Sierra Leone, Liberia, Ghana, Guinea-Bissau, and Nigeria. Frequent tourists to The Gambia from the United Kingdom, the Netherlands, Sweden, Norway, and Belgium have created a demand for child sex tourism. Children are trafficked from The Gambia to Senegal and Europe.

The Government of The Gambia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Gambia was reassessed this year to Tier 2 from Tier 2 Watch List for demonstrating increased law enforcement

and victim protection efforts. To strengthen its response to trafficking, the government should better monitor the transport of minors out of the country, strengthen efforts to care for repatriated Gambian victims, and educate law enforcement officials to better identify sex trafficking victims.

Prosecution

The Government of The Gambia made noticeable progress in combating trafficking through law enforcement over the past year. In June 2005, the National Assembly passed the Children's Act, which prohibits child trafficking. In accordance with the Act, the first Children's Court was established. During the reporting period, the government began drafting a law against the trafficking of adults. While no traffickers were convicted, the government investigated nine trafficking cases, two of which were prosecuted. Police also arrested a British national under the Tourism Offenses Act for child trafficking prior to the passage of the Children's Act, though the case was dismissed for lack of evidence. In cooperation with UNICEF, Ghanaian and Gambian officials met to negotiate a bilateral anti-trafficking agreement. The government failed, however, to train police to identify potential trafficking victims during brothel raids to enforce laws against prostitution. There were no reports of public officials investigated or prosecuted for complicity in trafficking.

Protection

The Government of The Gambia demonstrated increased progress in protecting trafficking victims over the last year. In collaboration with an NGO and a private bank, the government established a 24-hour hotline and opened a child victim shelter in Banjul with a capacity for 48 victims. The government has also announced plans to open an additional victim shelter outside Banjul. While the government does not employ a formal screening or referral process for victims, it commonly refers them to NGOs and international organizations for assistance. The government, however, has few services to assist repatriated Gambian victims and has not been involved in their care during the reporting period.

Prevention

The government made modest efforts to educate the public about trafficking during the year. The Child Protection Alliance (CPA), a consortium of over 60 government agencies and NGOs, conducted several awareness campaigns, including a workshop to educate hotel personnel about child sexual tourism. With leadership from the government's Department of State for Justice, the CPA will launch a U.S. Government-funded trafficking education campaign in 2006. In collaboration with UNICEF, the Gambian Tourism Authority printed a flyer about trafficking that is given to tourists arriving by air. Regular editorials about the trafficking of boys by religious teachers ran in a government-aligned newspaper. The government issued a press release urging the public to report suspected traffickers.

GEORGIA (TIER 2)

Georgia is a source and transit country for women, children, and men trafficked for the purposes of sexual exploitation and forced labor. Many Georgian victims are trafficked to Turkey, mostly attributed to the lack of a visa regime between the two countries. Victims from Ukraine, Moldova, Russia, and other former Soviet states are trafficked through Georgia to Turkey, the U.A.E., Greece, and Western

Europe. According to IOM, at least 500 Georgian women are trafficked abroad every year. Reports of internal trafficking for both sexual exploitation and forced labor continued. Victims are reportedly trafficked for the purpose of forced labor in the breakaway region of Abkhazia and traffickers may be using South Ossetia to traffic victims from Russia into Georgia and onwards.

The Government of Georgia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Notably, the government increased both arrests and investigations of traffickers in 2005. The President appointed the Prosecutor General's Office, a senior government Ministry, to lead its anti-trafficking efforts, which showed increased momentum late in the reporting period. However, the government failed to vigorously prosecute traffickers, and it did not achieve tangible progress in the protection and rehabilitation of trafficking victims. The government should implement a national victim referral, increase its convictions and sentences, ensure adequate shelter for trafficking victims, and establish witness protection so victims feel secure to testify against their exploiters. A public awareness campaign is needed to encourage victims to seek care and help reduce the stigma of trafficking victims in Georgia.

Prosecution

The Government of Georgia's law enforcement response to trafficking was mixed in 2005. The government increased its arrests and investigations but failed to show progress in convicting and sentencing traffickers. The Georgian Government investigated 27 cases and prosecuted nine cases of trafficking during the reporting period. Three of these cases resulted in convictions of nine traffickers. Only two are serving sentences of five years. Four traffickers were released with time served, and the remaining three received conditional or suspended sentences. The anti-trafficking unit continued to operate throughout Georgia with 29 dedicated officers in Tbilisi and 12 regions, with one unit stationed at the airport 24 hours a day. NGOs and international organizations reported good collaboration with the unit. The government made progress on its draft anti-trafficking law, bringing in international organizations for guidance on best practices. This legislation passed its second reading in the Parliament early in 2006. While IOM continued to collaborate with Georgia's border police to distribute anti-trafficking information pamphlets at the border with Turkey, only a few hundred had been distributed as of March 2006. Reports of trafficking-related corruption and direct law enforcement involvement in trafficking continued. One case from February 2005 involving an official for trafficking-related complicity resulted in a plea bargain and led to the release of the individual with time already served. The government continued its investigation of another passport official for facilitating trafficking in 2004, transferring the case to the General Prosecutor in March 2006.

Protection

The Government of Georgia failed to provide adequate protection and assistance to trafficking victims in 2005. It did not establish a shelter for victims of trafficking; most victims return to Georgia without receiving sufficient rehabilitation and assistance. This lack of victim protection translated into few to no victims willing to serve as witnesses in police investigations or court prosecutions of traffickers. Although law enforcement and border officials do not formally screen for potential trafficking victims, the government identified a slightly greater number of trafficking victims in 2005, 18, up from 15 identified during the previous year. The government failed to formalize a mechanism for referring victims to NGOs for care, though in 2005, police in Adjara signed a memorandum of understanding with a local NGO to implement a pilot project for

identification and referral. Border police, with the assistance of an NGO, established a waiting room on the border with Turkey to facilitate better identification of potential victims.

Prevention

The government continued to rely on NGOs and international organizations to conduct anti-trafficking prevention programs over the last year. In December 2005, the government assigned lead anti-trafficking responsibilities to the Prosecutor General's Office, and appointed the Prosecutor General to chair its anti-trafficking Inter-agency Commission. The Commission subsequently improved the transparency of its enforcement efforts by collecting and disseminating up-to-date statistics on a bi-monthly basis, in accordance with its action plan. The Government's National Action Plan, adopted in December 2004, however, remains largely unimplemented. Although several ministries reportedly redirected funds from their budgets for anti-trafficking efforts last year, the government has yet to dedicate funding to implement the plan.

GERMANY¹ (TIER 1)

Germany is a source, transit, and destination country for men, women, and children trafficked for the purposes of sexual and labor exploitation. Victims come primarily from Central and Eastern Europe as well as Africa (mainly Nigeria), Asia (mainly Thailand), and to a lesser extent from North and South America. The government identified 972 victims in Germany in 2004, the latest year for which statistics are available; of the 972 victims, 127 were German nationals.

The Government of Germany fully complies with the minimum standards for the elimination of trafficking. The coalition partners in the new German Government identified human trafficking as a high priority in their coalition agreement. The German Society for Technical Cooperation (GTZ) used federal government funds to implement a three-year \$2.4 million program to counter human trafficking world-wide; projects include information campaigns in several Eastern European countries, awareness training for police officials in source countries, prevention and protection for victims, and the establishment of networks among various NGOs. Additionally, the government provided over \$3 million to GTZ and other NGOs to conduct programs to combat child sex tourism during the period 2004-2006.

The upcoming World Cup Soccer championship has generated widespread concern among some NGOs and governments over the potential for increased human trafficking in Germany surrounding the games. German federal and state governments report that they have taken steps to prevent trafficking during the championship by improving victim-screening mechanisms and police safeguards, sponsoring seminars, expanding print and video outreach, and strengthening inter-agency coordination. The federal government has partnered with NGOs and the German Soccer Association to launch a number of trafficking awareness campaigns. Other NGOs, several with government funding, are also conducting prevention and demand-reduction programs. Nevertheless, due to the sheer size of the event, the potential for increased human trafficking surrounding the games remains a concern. Germany should continue to focus attention on domestic demand-reduction efforts, implement the 2005 penal code amendments, and consider releasing more detailed statistics that include the full range of charges – including non-trafficking charges – that traffickers are prosecuted for and the sentences they receive.

Prosecution

The German government demonstrated adequate law enforcement efforts during the reporting period. Police conducted 370 investigations into trafficking for purposes of sexual exploitation involving 777 suspected traffickers in 2004. Courts convicted 137 traffickers in 2004 compared to 145 convictions in 2003. Of the 137 convicted traffickers in 2004, only 47 received a non-suspended prison sentence. German law enforcement authorities took measures to implement new legislation that came into effect in February 2005, including inter-agency studies on labor exploitation and child-trafficking, specialized police training, and enhanced inter-agency cooperation. The new legislation resulted in a dozen labor trafficking prosecutions since August 2005 that the previous law would not have allowed. German authorities conducted a number of high profile trafficking raids and legal proceedings that broke-up several trafficking rings. Germany used its extraterritorial child sex tourism law; police conducted several investigations involving German pedophiles and extradited one German national from Thailand to Germany in late 2005.

Protection

The German Government continued to provide adequate victim assistance and protection over the last year. National and local government offices provided funding to more than 30 NGOs that operated counseling centers for trafficking victims; these centers assisted victims in their dealings with German authorities, escorted them to trials, and provided them with shelter, legal counsel, and interpreters. Victims who serve as witnesses in trafficking prosecutions are entitled to financial support for basic living expenses and basic health care. Under the EU's anti-trafficking EQUAL program, the Ministry of Labor and IOM awarded eight German NGOs more than \$700,000 to conduct reintegration programs, including job placement assistance and vocational training, for trafficking victims. The project is jointly funded by the EU and Germany.

Prevention

The German Government promoted anti-trafficking awareness in 2005 through government-sponsored conferences, posters, television ads, websites, and public statements by government officials and parliamentarians. The Federal Family Ministry funded numerous public awareness, demand reduction, and education campaigns that were implemented by NGOs. These include in-flight videos on child sex tourism shown on flights to popular holiday destinations, trafficking awareness videos to be shown on giant TV screens during the World Cup games, and government-supported websites, public service announcements, and posters. German embassies and consulates conducted outreach activities, including the continued distribution of brochures in 13 languages that warn about trafficking.

¹Germany has legalized prostitution. The U.S. Government opposes prostitution and any related activities, including pimping, pandering, and/or maintaining brothels as contributing to the phenomenon of trafficking in persons. These activities are inherently harmful and dehumanizing. The U.S. Government's position is that these activities should not be regulated as a legitimate form of work for any human being.

GHANA (TIER 2)

Ghana is a source, transit, and destination country for children and women trafficked for forced labor and sexual exploitation. Children are trafficked within the country as domestic servants, cocoa plantation laborers, street vendors, porters, for work in the fishing industry, and for use in sexual exploitation. IOM estimates that the number of trafficked children working in fishing villages along

the Volta Lake is in the thousands. Children are also trafficked to and from Cote d'Ivoire, Togo, Nigeria, and The Gambia as domestic servants, laborers, and in the fishing industry. Children and women are trafficked for sexual exploitation from Ghana to Europe, from Nigeria through Ghana to Europe, and from Burkina Faso through Ghana to Cote d'Ivoire.

The Government of Ghana does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To strengthen its anti-trafficking efforts, Ghana should enforce its new anti-trafficking statute and increase protection and prosecution efforts.

Prosecution

The Government of Ghana demonstrated strong efforts to combat trafficking through law enforcement over the last year. In December 2005, after conducting a rigorous and transparent legislative drafting process, the government enacted a law prohibiting all forms of trafficking in persons; however, the government has yet to prosecute any traffickers under the new law. The Ghana Immigration Service extended its traveler screening technology from the international airport to stations at the borders with Togo and Cote d'Ivoire and plans to create a trafficking border monitoring unit. One hundred police participated in U.S. Government-funded police training, which included a trafficking component, and Ghana's police academy included a trafficking module in its curriculum. In cooperation with UNICEF, Ghanaian and Gambian officials met to negotiate a bilateral anti-trafficking agreement. Although IOM rescued 39 child victims from the fishing industry in 2006, the government has not taken legal action against the victims' traffickers. A member of Ghana's parliament was indicted by a U.S. court in 2002 for trafficking a Ghanaian woman to the United States for forced domestic servitude; Ghanaian authorities have yet to honor the U.S. request for the official's extradition, despite repeated U.S. efforts to secure the extradition. There were no reported investigations or prosecutions of official complicity in trafficking.

Protection

The Government of Ghana continued to demonstrate a commitment to protecting child trafficking victims. The government continued to operate two victim care facilities, though they are stretched beyond capacity. In 2006, the government signed a memorandum of understanding with IOM to establish a new victim rehabilitation center. The government continued providing in-kind assistance to an IOM victim rehabilitation center, providing the shelter building, all the furniture, social workers, and cooks. Fifty children were rehabilitated at this center in the last year. Ghana's new anti-trafficking law mandates the establishment of a Human Trafficking Fund to support protection efforts.

Prevention

The Ghanaian Government made modest efforts to prevent trafficking in persons. In 2006, the government held a two-day meeting for NGOs and donor agencies to improve coordination on anti-trafficking initiatives. As mandated under the new trafficking statute, the government is forming a 17-member Human Trafficking Management Board to help create and implement a national anti-trafficking action plan. The Board will replace Ghana's national trafficking task force. The government collaborated with the World Cocoa Foundation to draft a five-year national strategy to address child labor. The Ghana Education Service continued efforts to conduct programs to expand the access of children, in particular girls, to education. The government is also planning a nationwide public awareness campaign on the new trafficking law in 2006, but is still seeking funding for this program.

GREECE (TIER 2)

Greece is a destination and, to a lesser extent, transit country for women and children trafficked for the purposes of sexual exploitation and forced labor. Some men are trafficked for forced labor. Most victims are trafficked from Eastern Europe, the Balkans, and Africa, especially Nigeria. Although NGOs reported a decrease in the number of Albanian children trafficked to Greece in 2005, there were reports that Albanian Roma children continued to be trafficked for forced begging and stealing.

The Government of Greece does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Government of Greece increased its capacity to protect and assist victims in 2005. It improved cooperation with NGOs with the completion of a Memorandum of Cooperation (MOC) to allow Greek authorities to work more directly with NGOs. After several years of negotiations, the government signed a child repatriation agreement with Albania. In 2006, it implemented a national public awareness campaign that targeted victims, clients, and the Greek public. The Government of Greece should now provide available protections to trafficking victims and ensure that NGOs have an operational role in victim identification. While the government increased convictions of trafficking crimes in 2005, most traffickers were released awaiting appeal, including traffickers already sentenced. The Government of Greece should demonstrate the political will to punish traffickers sufficiently over the next year. Trafficking-related complicity by government officials should be vigorously prosecuted.

Prosecution

The Government of Greece continued to investigate cases of trafficking and secured convictions for increased numbers of traffickers in 2005. In January 2006, the government established 12 additional anti-trafficking task forces throughout the country and funded specialized training for over one thousand police officers throughout Greece. In 2005, the Greek Government investigated 60 trafficking cases and arrested 202 suspected traffickers. The number of trafficking convictions increased to nine, and sentences for these convicted traffickers ranged from one to 12 years. The government could not, however, confirm whether any traffickers were actually serving the time sentenced. While the government reported that over 100 defendants were awaiting prosecution on 2005 trafficking charges, Greek courts released the majority of defendants. The Greek Government demonstrated leadership in promoting regional law enforcement cooperation during the reporting period. The government has not responded adequately to allegations that some Greek diplomats abroad facilitated trafficking by issuing visas with little documentary evidence and no personal interviews to women subsequently identified as trafficking victims. There were numerous reports of trafficking complicity among local police. Three police officers — two of them senior — currently face charges relating to trafficking complicity.

Protection

The Government of Greece took modest steps to improve protection for victims of trafficking over the last year; however, many aspects of the government's protection framework remained unimplemented. In November 2005, the government signed a Memorandum of Cooperation with 12 NGOs and IOM to improve government-NGO coordination in a screening and referral process for trafficking victims; police had since referred 19 victims to NGO shelters by March 1, 2006. Some anti-trafficking NGOs chose not to sign the Memorandum and others were not invited to sign it. The screening and referral process does not yet adequately identify and protect most potential

victims in the country. In February 2006, the government concluded a long-awaited protocol with Albania on the repatriation of Albanian child trafficking victims. The government granted 22 new and seven renewed residence permits for trafficking victims in 2005. In 2005, the government identified 137 trafficking victims, 57 of whom accepted assistance and protection. Greek law does not yet exclude trafficking victims from punishment for unlawful acts that are a result of their trafficking. Nevertheless, the government reported that Greek prosecutors exercised their power to waive prosecution of all 137 victims. NGOs reported cases in which the government failed to protect victims' identities. In 2005, the Greek parliament passed a law that provides for a one-month "reflection period" for suspected victims and central issuance and renewal of residence permits. Although the majority of identified trafficking victims possess legal visas, potential trafficking victims without legal status continued to be at risk of deportation.

Prevention

In 2005, the Greek Government continued to provide significant funding to NGOs and international organizations that provide programs, shelters, and legal aid to victims of trafficking. In 2006, the Secretariat General for Gender Equality implemented a national awareness campaign targeting commercial sex procurers, trafficking victims, and citizens. The campaign encourages the public to report incidents of trafficking. The government's anti-trafficking inter-ministerial committee met regularly and, in November 2005, the Ministry of Foreign Affairs established a working group between origin, transit, and destination country diplomats, NGOs, and working level government officials.

GUATEMALA (TIER 2)

Guatemala is a source, transit, and destination country for women and children from Guatemala and other Central American countries trafficked for the purpose of sexual exploitation. Guatemalan and foreign women and children are exploited in Guatemala, and they are also trafficked for exploitation in other Central American countries, Mexico, and the United States. Exploitation of minors and illegal foreign migrants may be decreasing in the capital and moving to outlying areas due to law enforcement efforts in Guatemala City. The border with Mexico remains an area of heightened concern due to a steady flow of illegal migrants, many of whom fall victim to traffickers.

The Government of Guatemala does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Over the last year, the government showed clear progress in key areas by increasing efforts to prosecute and convict traffickers, launching a victim-targeted public awareness campaign in border areas, and continuing anti-trafficking cooperation with neighboring countries. The government should correct deficiencies in current laws and procedures so that traffickers face more serious punishment. It should also increase its efforts to raise public awareness and work with NGOs to improve trafficking-appropriate victim assistance for all trafficking victims.

Prosecution

The Government of Guatemala increased trafficking investigations and prosecutions, but achieved only limited progress in punishing traffickers over the last year. Cooperation and information sharing with regional neighbors continued. Police, immigration, and prosecutors carried out joint

operations, often with NGO participation, that led to 86 trafficking arrests, including at least 35 for the commercial sexual exploitation of minors, resulting in 50 prosecutions and 15 convictions. Prosecutors encountered problems when attempting to apply anti-trafficking statutes, which were amended in early 2005 to expand the definition of trafficking and allow for more stringent seven to 16-year prison terms. Judges often threw out trafficking charges in favor of more familiar, but less serious offenses carrying less stringent punishments that could be commuted to fines. Efforts to further reform the penal code and develop broader anti-trafficking legislation must address this problem to ensure that traffickers face serious jail sentences. The government did not prosecute or convict any public officials for complicity in trafficking despite credible reports of such corruption.

Protection

The government's protection efforts over the last year remained inadequate. Assistance focused on minors and was not trafficking-specific. Minors received basic necessities at seven government-run centers for abandoned and "special needs" children. The government cooperated with and relied upon NGOs for most victim assistance but did not fund NGO programs. While victims were not punished for unlawful acts committed as a direct result of their being trafficked, foreign adult victims were not provided legal alternatives to their removal to countries in which they could face hardship or retribution. Resource constraints also limited government services for large numbers of individuals deported from Mexico, many of whom were foreign and possibly trafficking victims.

Prevention

The government made some progress, though in general prevention efforts remained deficient during the reporting period. A campaign launched in early 2006 targeted victims at major crossings on the border with El Salvador. The government should work with NGOs, community groups, and the media to expand campaigns and reach more potential victims.

GUINEA (TIER 2)

Guinea is a source, transit, and destination country for children and women trafficked for forced labor and sexual exploitation. Most trafficking occurs within the country, with girls subjected to domestic servitude, forced hawking, and sexual exploitation. Boys work as shoe shiners and street vendors, on plantations, in mines, and are forced to beg by religious leaders. Children and women are also trafficked from Guinea to Benin, Cote d'Ivoire, Senegal, Nigeria, Mali, South Africa, Spain, and Greece for domestic servitude, restaurant work, and sexual exploitation. Children and women are trafficked to Guinea from Niger, Ghana, Burkina Faso, Liberia, Senegal, Guinea-Bissau, Mali, and China.

The Government of Guinea does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To better combat trafficking, the government should increase its prosecution and protection efforts, enforce laws against forced labor and child sexual exploitation, and investigate trafficking-related corruption.

Prosecution

The Government of Guinea increased law enforcement efforts to combat trafficking over the last year. Guinean law prohibits most forms of trafficking in persons. The government drafted an

additional law against child trafficking with increased penalties that is expected to be adopted in 2006. The government investigated four trafficking cases; one case is currently being prosecuted. The military created an 11-member unit to focus on child protection and trafficking. In partnership with an NGO, the government trained security forces, customs agents, judges, and prosecutors about trafficking. The government signed a bilateral agreement against trafficking with Mali and a multilateral agreement with eight other West African nations. The government failed to investigate reports of child prostitution and trafficking-related corruption, both of which were prevalent over the last year.

Protection

The government made progress in providing care to trafficking victims during the reporting period. Though lacking resources to operate shelters, the government commonly refers victims to NGOs, international organizations, and foreign embassies. The government referred 28 children in distress, some of them trafficking victims, to foster homes, orphanages, NGOs, and international organizations during the year. In partnership with the ILO and an international NGO, the government continued to provide schooling to at-risk children, many of them trafficking victims or vulnerable to becoming victims. The government sometimes incarcerates victims if no care alternatives are available, but they are separated from criminal detainees, provided with care, and recognized as victims.

Prevention

The government made significant efforts to raise awareness about trafficking during the year, despite limited resources. The National Committee to Combat Trafficking in Persons expanded its membership to include 16 ministries and invited international organizations, labor unions, and NGOs to join. The Committee worked with NGOs to develop a guide to trafficking laws and victim protection services. The government provided community awareness campaigns, in one instance training 70 individuals from all sectors of a community to form a network to screen for potential trafficking victims. With support from UNICEF and other donors, the government launched a national anti-trafficking public information campaign.

GUINEA-BISSAU (TIER 2)

Guinea-Bissau is a source country for children trafficked to neighboring countries — primarily Senegal and, to a lesser extent, Mali and Guinea — for the purposes of forced begging by religious teachers and forced agricultural labor. Key source areas for victims are the cities of Bafata and Gabu and primary points of departure out of the country are through the towns of Pirada and Sao Domingos.

The Government of Guinea-Bissau does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Guinea-Bissau is included this year on the Report because newly available information indicates a significant trafficking problem in the country. To strengthen its response to trafficking, the government should draft and enact anti-trafficking legislation, designate a national focal point responsible for overseeing anti-trafficking efforts, and conduct a formal assessment of the problem.

Prosecution

The Government of Guinea-Bissau started to use law enforcement as a tool to combat trafficking during the reporting period. Bissau-Guinean law does not prohibit trafficking, but prosecutors may use related laws, such as kidnapping and sexual exploitation statutes, against traffickers. A legislative committee persuaded the National Assembly to include the topic of trafficking in its 2006 legislative agenda. The government is investigating two trafficking cases, but has never prosecuted or convicted a trafficker. Border guards are aware of trafficking and cooperate with the leading local anti-trafficking NGO to interdict traffickers. Migration officials at the border with Senegal report prohibiting adults from leaving the country with a child unless the parent is present. The Ministry of Interior has designated an inspector responsible for anti-trafficking law enforcement and cooperation with UNICEF. With respect to combating the trafficking of children by religious leaders for begging, however, law enforcement efforts are sometimes handicapped by corruption and a lack of will to address this culturally sensitive practice.

Protection

The Government of Guinea-Bissau has demonstrated clear efforts to protect trafficking victims, despite limited resources. While the government lacks funds to provide direct victim care, it collaborates with UNICEF, local and international NGOs, and Senegalese authorities to provide victims with necessary services. Police worked with NGOs to intercept 24 victims from being trafficked out of the country last year and the government has repatriated 28 children since 2002. Bissau-Guinean police contacted Senegalese authorities in 2006 for assistance in identifying victims. The Bissau-Guinean Embassy in Senegal coordinates closely with Senegalese and international NGOs to provide food, shelter, and medical care to some victims. The government provides transportation for victims back to Guinea-Bissau from Senegal. Victims are not punished for crimes that are a direct result of their being trafficked.

Prevention

The Government of Guinea-Bissau made significant efforts to prevent trafficking, despite limited resources. In collaboration with UNICEF and a local NGO, the government sponsored a four-day conference in April 2005 to identify the causes of trafficking and educate the public about it. The government also contributes \$16,000 annually to this NGO to combat trafficking. The Ministry of Justice, in cooperation with UNICEF, registered and provided identity papers to 28,000 children in January 2006 as an anti-trafficking measure. The government provides funds to a local NGO that conducts anti-trafficking awareness campaigns. Guinea-Bissau lacks both a designated government anti-trafficking focal point and a national anti-trafficking strategy.

GUYANA (TIER 2)

Guyana is a country of origin, transit, and destination for young women and children trafficked for the purposes of sexual and labor exploitation. Most reported cases involve internal trafficking of adolescent girls. Much of this trafficking takes place in remote areas of the interior, or involves Amerindian girls from the interior trafficked to coastal areas to engage in prostitution and involuntary domestic servitude. Girls promised employment as domestics, waitresses, and bar attendants are trafficked into prostitution; young Amerindian men are exploited under forced labor conditions in timber camps. In some instances, victims are forcibly

abducted. Guyanese girls and young women are trafficked for sexual exploitation to neighboring countries such as Suriname and Barbados.

The Government of Guyana does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government was one of the first in the Hemisphere to publish a review and self-assessment of its anti-trafficking efforts. The Government of Guyana also increased financial support for NGOs that provide victim assistance, expanded the reach of prevention activities, and began applying new laws to investigate and arrest suspected traffickers. The government should expand training efforts to include more rural officials, aggressively prosecute traffickers, and continue working with NGOs to assist victims.

Prosecution

Law enforcement efforts to identify cases improved, but no traffickers were convicted in 2005. The country's slow judicial process contributed to the lack of progress in convicting traffickers. Law enforcement authorities applied Guyana's newly enacted Combating of Trafficking in Persons Act and arrested at least 10 suspects under the Act. The Act requires sentences ranging from three years to life imprisonment and the confiscation of trafficking-related assets. Fifteen investigations of cases initiated in 2005 and previous years remained pending in pre-trial status. Rural court and law enforcement officers lacked adequate training to identify and deal effectively with trafficking. Technical training and sensitization efforts should be expanded to reach officials in rural areas where most trafficking occurs. Law enforcement officials worked with source and destination countries such as Brazil, Suriname, and Barbados to share information on potential trafficking and assist victims. There was no evidence of government officials complicit in trafficking.

Protection

The Government of Guyana made modest progress in victim assistance. It funded \$30,000 of repairs for an NGO-run shelter to supplement the government's limited shelter capabilities, and included NGO funding assistance in its 2006 budget. There were no reports of victims jailed or mistreated by officials. Law enforcement officers referred victims to social workers and a local NGO for assistance. The government provided medical attention, housing, and funds to return victims to their homes.

Prevention

The government expanded on prior prevention efforts. It trained social workers, launched a new awareness campaign via print and radio media, and met with key religious, business, mining, and local government stakeholders. Ten trafficking detection training sessions reached 361 community facilitators around the country. In January 2006, the government released a review of its counter-trafficking activities for 2004-2005, which recognized that better policing of and outreach to rural communities is still needed.

HONDURAS (TIER 2)

Honduras is a source and transit country for women and children trafficked for the purpose of sexual exploitation. Many victims are Honduran children trafficked from rural areas to urban and tourist

centers such as San Pedro Sula, the North Caribbean coast, and the Bay Islands. Honduran women and children are trafficked to Mexico, the United States, and Guatemala. Most foreign victims trafficked into Honduras for commercial sexual exploitation come from neighboring countries. Honduras is also a transit country for illegal migration originating outside the region, including China, and there are unconfirmed reports that some of these migrants are forced into debt bondage in Honduras to pay off their smuggling fees.

The Government of Honduras does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Over the last year, the government increased law enforcement efforts, passed anti-trafficking legislation, and educated officials and the tourist industry regarding anti-trafficking reforms. The government should sustain efforts to investigate trafficking within the country and cooperate with destination countries. It should also work with NGOs and civil society on public awareness programs targeting victims and improve protection for victims.

Prosecution

The Honduran Government increased its efforts to punish acts of trafficking during the reporting year. The government enacted reforms late in the reporting period to strengthen laws prohibiting commercial sexual exploitation. Law enforcement authorities initiated at least 37 new investigations and prosecuted 17 suspects for trafficking-related offenses, convicting 10 traffickers. Police raids rescued at least four underage victims of commercial sexual exploitation which led to four of the year's prosecutions. Authorities cooperated with Guatemala and the United States in joint anti-trafficking investigations. Border officials screened potential victims but had little success in preventing cross-border trafficking. There were no confirmed reports of officials prosecuted for complicity in trafficking, although corruption is a widespread problem and there were reports of lower-ranking immigration officials linked to alien smuggling and trafficking.

Protection

The Honduran Government made minimal progress in its efforts to assist trafficking victims during the reporting year. It operated no shelters for trafficking victims, but referred victims of trafficking to NGOs for services. The government supported several shelters that received and assisted minors deported or repatriated from abroad, though these shelters were not equipped to adequately care for trafficking victims. In September 2005, the government assigned a prosecutor to work with one of these shelters to identify trafficking victims and seek their assistance in building trafficking cases. Honduran consular officials in neighboring countries assisted Honduran trafficking victims by referring them to NGOs and coordinating their repatriation. Greater efforts should be made to direct trafficking victims to shelters and victim services in the country. The government should also increase efforts to aid adult trafficking victims and prevent the summary deportation of foreign trafficking victims.

Prevention

The government made modest progress in prevention activities during the period. It trained 740 officials and over 100 key tourism representatives regarding the new laws against commercial sexual exploitation. A senior migration official used IOM training she had received to train her staff to recognize and investigate trafficking. The Honduran Government relied on NGOs and international organizations like UNICEF and IOM to implement most awareness campaigns that targeted victims.

HONG KONG (TIER 1)

Hong Kong is a transit and destination territory for men and women trafficked for the purposes of sexual exploitation and forced labor. Hong Kong is primarily a transit point for illegal migrants, some of whom are subject to conditions of debt bondage, sexual exploitation, and forced labor upon arrival in a destination country. To a lesser extent, Hong Kong is a destination for women from the P.R.C. and Southeast Asian countries trafficked for sexual exploitation. There are credible reports that women are recruited in their home country to work in Hong Kong as entertainers, waitresses, or musicians, but are subsequently forced into prostitution through the coercive use of debts imposed on them. While there are reports that foreign domestics are abused in the territory, Hong Kong's continuing efforts to regulate the thousands of domestics currently working in Hong Kong appear to have greatly reduced abuses.

The Government of Hong Kong fully complies with the minimum standards for the elimination of trafficking. The government continued to implement strong anti-trafficking measures. The government devotes significant resources to combating trafficking, including training frontline law enforcement officials to identify trafficking victims, collecting and reporting detailed information on suspected cases of trafficking, conducting undercover operations in establishments thought to be centers for trafficking in women, and providing sufficient protections to trafficking victims through already-established mechanisms. However, the government's anti-trafficking efforts would benefit from a comprehensive plan of action on trafficking-related matters and an outreach campaign to women in prostitution designed to educate them about trafficking issues. The Hong Kong authorities should also collaborate more closely with the Philippines Government to investigate cases of sex trafficking involving Philippine women.

Prosecution

The Hong Kong Government continued significant efforts to combat trafficking through law enforcement means. Hong Kong does not have specific anti-trafficking laws, but uses its Immigration Ordinance, Crimes Ordinance, and other related laws to prosecute traffickers. These laws carry significant penalties, including up to 10 years' imprisonment and substantial fines. Over the last few years, Hong Kong has made efforts to provide better law enforcement data. This year, Hong Kong reported five suspected cases of trafficking, though none resulted in a prosecution or conviction. Hong Kong provides training for police and immigration officials on how to identify trafficking victims. Hong Kong's Anti-Illegal Migration Agency is staffed by highly professional and sophisticated individuals and it maintains tight control at Hong Kong's International Airport.

Protection

Since the number of known trafficking victims in Hong Kong is small, the government generally refers them to existing social service programs. The Social Welfare Department and local and international NGOs offer an array of social service programs to individuals in need. The government also provides a general 24-hour crisis hotline, though no trafficking victims used this line in the last year. Additionally, the government trains police officers on how to handle vulnerable witnesses and victims, and a special unit within the police force provides for their protection. Potential trafficking victims may be granted immunity from prosecution if they agree to be witnesses in a criminal prosecution. Individuals who do not agree to act as witnesses may be charged with criminal offenses – including breaching conditions of their stay or

document fraud – though the government's general practice has been to repatriate trafficking victims to their country of origin without charging them with an offense.

Prevention

Hong Kong has indicated a strong willingness to combat trafficking in persons, and is working to raise awareness among police and immigration officials. Given the small number of identified trafficking victims, there are no specific campaigns aimed at women who may be trafficked for commercial sexual exploitation; there are significant outreach programs to foreign domestics. The government has taken strong efforts to ensure that foreign domestics are aware of their rights through multi-lingual guidebooks and public advertisements. Authorities work closely with P.R.C. and other law enforcement entities to share information on emerging patterns of alien smuggling and trafficking.

HUNGARY (TIER 2)

Hungary is a source, transit, and destination country for women and girls trafficked from Ukraine, Moldova, Poland, the Balkans, and the P.R.C. to Austria, Germany, Spain, the Netherlands, Italy, France, Switzerland, Japan, the United States, the U.K., and several countries in Scandinavia and Central America for the purpose of sexual exploitation. Hungarian women are trafficked primarily to Western and Northern Europe and to North America. There is also evidence that men and boys as young as 12 are trafficked from Romania to Budapest for the purpose of sexual exploitation. The majority of victims of sexual exploitation within Hungary are minors.

The Government of Hungary does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Hungarian Government has shown considerable commitment over the last year to increase its efforts in combating human trafficking. The government signed an inter-agency memorandum of understanding that put into place an official policy of referring identified trafficking victims to NGOs for care. Parliament passed the Victims' Compensation Act to provide government-issued payments as well as medical, legal, and social assistance to victims of all crimes, including trafficking. Parliament also passed an act granting authority to the Border Guard to investigate trafficking cases; this will greatly increase the government's ability to conduct anti-trafficking investigations. Despite the past year's considerable progress, more remains to be done. Evidence suggests that local police patrols do not vigorously investigate trafficking activity; police reportedly are aware that traffickers control many women in prostitution in Hungary, but do not attempt to arrest these traffickers due to apathy, fear of retribution, or bribes. Police should receive more sensitivity training and prosecutors should receive additional training to make the judicial process more effective. The government should establish a central office and a national action plan to better coordinate anti-trafficking efforts.

Prosecution

The Hungarian Government showed modest progress in its law enforcement efforts to combat human trafficking during the reporting period. Police conducted 28 trafficking investigations, and prosecutions of suspected traffickers increased from 21 in 2004 to 27 in 2005. Data on convictions of traffickers were unavailable for 2005. Of the 42 reported convictions in 2004, 26 traffickers were sentenced to time in prison, five were given fines or ancillary punishments, and 11 traffickers received suspended

sentences. The government provided training for its officials in how to recognize, investigate, and prosecute traffickers. In addition, government officials attended several NGO conferences. Hungary cooperated regularly with other governments in trafficking investigations; one notable investigation involved cooperation with Swiss and French law enforcement agencies and resulted in the arrest of several French traffickers in March 2006. The government also extradited two suspected Romanian traffickers to Romania, one suspected Romanian trafficker to Austria, and one suspected Hungarian trafficker to Hungary from Switzerland.

Protection

The Hungarian Government showed mixed progress in its efforts to protect and assist trafficking victims over the reporting period. The government provided only limited assistance to anti-trafficking NGOs in 2005, though it did donate several buildings for the creation of an NGO trafficking shelter in Hungary, and in early 2006, it granted \$47,000 to a victim protection NGO. Police referred 12 victims to the new trafficking shelter that opened in 2005, and a formal victim referral process with an emphasis on victim protection was enacted in November 2005. However, concerns remained that the cumbersome nature of the process and lack of communication between ministries will challenge the effectiveness of the new referral process. The lack of effort among low-level officials to properly identify victims remained a problem. Although it is not the policy of the government to jail, detain, or deport trafficking victims, the lack of adequate victim screening or identification efforts resulted in victims occasionally being punished for unlawful acts that were a direct result of their being trafficked. Some victims were also denied legal alternatives to their removal to countries in which they faced hardship or retribution.

Prevention

The government continued to work closely with NGOs and IOM to promote public awareness over the last year. The government in early 2006 committed formally to \$36,000 in funding for three IOM public awareness programs. Anti-trafficking materials prepared by NGOs continued to be included in different state-run university programs. The government cooperated with IOM to conduct trafficking prevention and awareness programs for potential victims as well as trafficking awareness training for police, border guards, prosecutors, consular officers, and judicial officials. The government did not sponsor any demand reduction programs in 2005.

INDIA (TIER 2 WATCH LIST)

India is a source, destination, and transit country for men, women, and children trafficked for the purposes of forced or bonded labor and commercial sexual exploitation. The large population of men, women, and children — numbering in the millions — in debt bondage face involuntary servitude in brick kilns, rice mills, and zari embroidery factories. Some children endure involuntary servitude as domestic servants. Internal trafficking of women and girls for the purposes of commercial sexual exploitation and forced marriage also occurs. The Ministry of Home Affairs estimates that 90 percent of India's sex trafficking is internal. India is also a destination for women and girls from Nepal and Bangladesh trafficked for the purpose of commercial sexual exploitation. In addition, boys from Afghanistan, Pakistan, and Bangladesh are trafficked through India to the Gulf states for involuntary servitude as child camel jockeys. Reportedly, Bangladeshi women are trafficked through India for sexual exploitation in Pakistan. Moreover, Indian men and women

migrate willingly to the Gulf for work as domestic servants and low-skilled laborers, but some later find themselves in situations of involuntary servitude including extended working hours, non-payment of wages, restrictions on their movement by withholding of their passports or confinement to the home, and physical or sexual abuse.

The Government of India does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. India is placed on Tier 2 Watch List for the third consecutive year due to its failure to show evidence of increasing efforts to address trafficking in persons. India lacks a national law enforcement response to any form of trafficking, but took some preliminary measures to create a central law enforcement unit to do so. However, India did not take steps to address the huge issue of bonded labor and other forms of involuntary servitude. The Indian Government also did not take meaningful steps to address its sizeable trafficking-related corruption problem.

The government drafted, but had not yet introduced to parliament, amendments to the Immoral Trafficking Prevention Act (ITPA) that would afford greater protection to sex trafficking victims and stricter penalties for their traffickers and for clients of prostitution. The central government also further empowered the coordination office for anti-trafficking, elevating the stature of the Department of Women and Child Development (DWCD) by creating a Minister of State for Women and Child Development (MWCD). India should consider designating and empowering a national law enforcement agency with investigative and prosecutorial jurisdiction throughout the country to address its interstate and international trafficking problem. The government should similarly consider taking greater measures to rescue and protect victims of bonded labor and to prosecute their traffickers or employers, giving them punishments sufficiently stringent to deter and that adequately reflect the nature of the heinous crime of trafficking. It is particularly important to strengthen and enforce sentences applied to individuals convicted of exploiting bonded laborers. India should also improve its long-term protection of trafficking victims and institute nation-wide public awareness programs to educate all segments of the population on the dangers of trafficking.

Prosecution

The Government of India over the last year sustained modest efforts to punish trafficking crimes; however, there were no significant improvements. The government's laws criminalizing labor forms of trafficking such as bonded labor or forced child labor prescribe no more than three years' imprisonment. The government, at all relevant levels, neither vigorously investigated nor prosecuted acts of any form of trafficking found in India, nor did it report a significant number of convictions or sentences for these acts of trafficking. Moreover, there were no reports of government efforts to investigate, prosecute, convict, or sentence public officials who participated in or facilitated trafficking in persons crimes.

Although India's Immoral Trafficking Prevention Act (ITPA) adequately criminalizes and prescribes punishment for trafficking for commercial sexual exploitation, this law was generally not used for effective prosecutions of trafficking in most of the country. The central government has moved forward, however, with amendments to the ITPA aimed at increasing penalties for repeat traffickers and clients of prostitution and eliminating provisions used to punish victims of trafficking. In 2004, the central government reported 6,341 persons convicted under the ITPA, but it did not provide data as to how many of these were convictions of women in prostitution

for the offense of solicitation. The Government of India did not provide comprehensive statistics for the number of investigations, arrests, prosecutions, or convictions achieved during 2005 to punish traffickers for commercial sexual exploitation.

Separately, independent sources report that the municipal government of Mumbai — India's largest city and largest concentration of victims of commercial sexual exploitation — arrested 13 suspected sex traffickers in 2005, but did not prosecute or convict any traffickers. Similarly, the city governments of Calcutta and Chennai registered 25 and 109 arrests of sex traffickers respectively, but provided no indication that these cases were ever prosecuted. The state of Maharashtra reported 82 prosecutions of trafficking offenses and the conviction of eight traffickers in 2004.

During the year, little progress was made in combating trafficking of persons for the purpose of labor exploitation. Despite estimates that millions of men, women, and children are victims of forced labor and bonded labor, the government provided no indication that the perpetrators of these crimes were seriously punished. The Bonded Labor Abolition Act of 1976 criminalizes the use of the bonded labor system with penalties including up to three years in jail and 2,000 rupees (\$45) in fines. International NGOs and the ILO estimate that there are 10 to 40 million bonded laborers in India; the Government of India did not provide an estimate. Moreover, it did not provide any data on prosecutions or convictions for bonded labor offenses for the reporting period. Independent sources report some prosecutions and convictions in Tamil Nadu and Uttar Pradesh, with punishments limited to fines.

The Child Labor and Juvenile Justice Acts prohibit the labor exploitation of children. Under the Child Labor Act, employers are subject to imprisonment of up to one year and a fine of at least 10,000 rupees (\$227) for forced child labor. The Juvenile Justice Act mandates imprisonment of three years or less for forced or bonded labor of children. In November, the Delhi police rescued 694 children caught in forced labor in zari embroidery factories and over 16,000 children were reportedly rescued from workshops in Mumbai between June and September 2005. These local governments, however, provided no information regarding arrests or prosecutions of the factory owners exploiting these children.

In the last year, the Government of India took steps to implement a nationwide police training program on trafficking. The Bureau of Police Research and Development began preparing a national anti-trafficking training module for investigative officers, and it conducted seven training workshops around the country in 2005. This nascent training program, aimed to sensitize law enforcement officers to trafficking for sexual or labor exploitation, will assist state and national level law enforcement authorities in preventing corruption and improving their capacity to combat trafficking. In addition, India should consider instituting a comprehensive database to compile state level statistics related to the rescue of victims of sex trafficking and forced or bonded labor, as well as the arrest and prosecution of their traffickers or exploiters.

Endemic corruption among law enforcement officials impedes India's ability to effectively combat trafficking in persons. In terms of trafficking for sexual exploitation, corrupt law enforcement authorities reportedly continue to facilitate the movement of trafficking victims, protect brothels that exploit victims, and protect traffickers and brothel keepers from arrest or other threats of enforcement. In the area of bonded labor and forced child labor, some corrupt police officials

continued to protect businesses and managers who rely on forced labor, and take bribes to stop enforcement or judicial action. During the reporting period, there were no reports concerning the Government of India's steps to address official complicity in trafficking in persons.

Protection

The Government of India continues to provide inadequate and uneven assistance to the vast majority of trafficking victims. Existing national programs to provide protection and rehabilitation to victims of sex trafficking, forced child labor, or bonded labor were not implemented effectively in some areas. Some of India's 28 states, however, showed resolve in addressing victims' needs. For example, the state of Tamil Nadu operates five shelters for women and girls, including victims of trafficking, and the government of Andhra Pradesh state runs six similar homes. The state government of Maharashtra is expanding the capacity of its existing Mumbai shelter. Government shelters are found in all major cities, but the quality of care they offer varies widely; allegations of victims further exploited in government shelters have been reported. The Government of India relies heavily on NGOs to provide certain services to assist victims. Child Welfare Committees operate in each district of each state to protect child victims of trafficking; they often refer such victims to local NGOs for care. The Government of India continues to provide funding to NGOs to build shelters for victims of trafficking under its Swadhar Scheme, although some NGOs have charged that the implementation of this program has been marked by inefficiency and corruption.

Overall, protection for victims of trafficking is weak with regard to comprehensive care. Many shelters do not have the capacity to provide protection to trafficking victims for more than a few months, leaving some victims vulnerable to re-trafficking once they leave the shelters. In addition, victim witnesses rarely receive adequate protection to prevent retribution from their traffickers. For those trafficked from other countries, repatriation assistance is sparse. Anecdotal information suggests that victims are accompanied to the border without sufficient reintegration aid, rendering them susceptible to re-trafficking. Victims of bonded labor are provided 20,000 rupees (\$450) co-funded by the national and state governments upon their rescue, but this program of rehabilitation is unevenly implemented across the country; it is unclear whether state or local governments afford other services to bonded labor victims.

The government can improve its protection efforts by instituting short- or long-term care as appropriate for trafficking victims, as well as shelter facilities to assist them. The repatriation process should be improved to ensure that victims are sufficiently reintegrated and programs to protect witnesses are established that will adequately safeguard victims from retribution. To protect Indian nationals trafficked abroad, the government should consider training overseas diplomatic officials in identifying and assisting trafficking victims caught in involuntary servitude.

Prevention

India's efforts to prevent trafficking in persons were limited this year. To address the issue of bride trafficking, the government instituted public awareness programs to educate parents on the laws against sex-selective abortions and infanticide causing gender imbalance in parts of India and driving the demand for purchased brides. The newly created MWCD has continued the past work of the DCWD in hosting quarterly meetings with other government agencies and local NGOs to share anti-trafficking ideas and facilitate cooperation on preventing trafficking in persons. The government also aimed to prevent child labor by offering financial incentives to parents to keep their children in school.

Nevertheless, the central government was unable to guard its long, porous borders with Bangladesh and Nepal through which several thousand trafficking victims reportedly enter India each year. The government did not take adequate measures to prevent internal trafficking for sexual exploitation or involuntary servitude despite the prevalence of such trafficking to major cities, and increasingly in smaller cities and suburbs. The Government of India also did not institute a broad public awareness campaign to notify the public of the consequences of engaging in trafficking crimes. India should increase awareness of trafficking issues in rural areas where there is a high risk of trafficking. India should also better monitor its borders to interdict trafficking victims and trafficking rings. In addition, the government should also consider offering training for men and women traveling overseas for employment, to avoid situations of involuntary servitude abroad.

INDONESIA (TIER 2 WATCH LIST)

Indonesia is a source, transit, and destination country for women, children and men trafficked for the purposes of sexual exploitation and forced labor. Indonesian victims are trafficked to Malaysia, Saudi Arabia, Kuwait, United Arab Emirates, Hong Kong, Taiwan, Japan, South Korea, and Singapore. A significant number of Indonesian women who go overseas each year to work as domestic servants are subjected to exploitation and conditions of involuntary servitude. An unknown number of child domestic workers also face conditions of forced child labor, a severe form of trafficking in persons. Some Indonesian women who travel legally to Japan as “cultural performers” are trafficked for commercial sexual exploitation. To a minimal extent, Indonesia is a destination for women from the People’s Republic of China (P.R.C.), Thailand, Taiwan, Uzbekistan, the Netherlands, Poland, Russia, Venezuela, Spain, and Ukraine who are trafficked for sexual exploitation. There is extensive trafficking within Indonesia from rural to urban metropolitan areas particularly for sexual exploitation and involuntary domestic servitude. Endemic poverty, a high unemployment rate, corruption and a weak rule-of-law environment all contribute to Indonesia’s trafficking problem.

The Government of Indonesia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Indonesia is placed on Tier 2 Watch List for its failure to provide evidence of increasing efforts to combat trafficking. The Indonesian Government has not passed a much-needed anti-trafficking law that has been under consideration for three years; Indonesia lacks a comprehensive anti-trafficking law that has a clear legal definition of trafficking. While the government launched an unprecedented anti-corruption campaign, widespread corrupt practices continued to contribute to trafficking. The government took new steps to remove children from prostitution, but did not effectively address children in forced domestic servitude, a severe form of trafficking. Police and officials often did not recognize the relationship of debt bondage and trafficking of women and girls for prostitution. Over the last year, Indonesia did not reverse the pervasive problem of debt bondage in the migrant worker system, which subjects many women to confinement by recruiting agencies before they leave Indonesia for overseas employment. Government action should concentrate on passing the comprehensive anti-trafficking bill; further addressing internal trafficking, particularly of children exploited in the sex trade or as forced domestic servants; and stopping corrupt practices and prosecuting officials involved in or facilitating trafficking.

Prosecution

The Indonesian Government did not increase its anti-trafficking law enforcement efforts in 2005. The government arrested 110 suspected traffickers, prosecuting 37 and convicting at least 16 defendants in the year. The Indonesian police also arrested two individuals for trafficking dozens of Indonesian women as “cultural performers” into prostitution in Japan. In contrast to previous years, Indonesian law enforcement actions focused more on internal trafficking. Police launched new investigative units in certain cities focused on crimes against women and children, including trafficking. Indonesian law enforcement also conducted raids on illegal or abusive migrant holding centers and freed over one thousand women in 2005, while arresting and charging a few business owners under the Migrant Worker Protection Act. Beginning in January 2006, police launched operations to free children in prostitution in Jakarta, Surabaya and elsewhere. The government, however, did not address debt bondage in the migrant worker system. Indonesian law criminalizes trafficking, but lacks a comprehensive definition of the crime, including debt bondage. Convictions for trafficking offenses are often accompanied by light sentences, with an average sentence of less than five years' imprisonment. The Indonesian Government has recognized that action must be taken to stop corrupt officials' facilitation of trafficking, such as the issuance of false identification cards, but it has not reported any trafficking-related investigations or prosecutions of corrupt officials. Over the last year, clashes between the police and military highlighted the continued involvement of individual security force members in prostitution.

Protection

National and local level efforts to protect victims of trafficking in Indonesia increased over the past year, but remained inadequate. Services to victims expanded, but still remained inadequate. The president spoke out on the need to protect Indonesia's female migrant workers. The Indonesian police increased the number of integrated service centers providing health services to trafficking and other victims of crime, and with international assistance established one of the world's largest medical recovery units dedicated to trafficking victims in the Jakarta police hospital. Although Indonesia's national action plan calls for proper treatment of trafficking victims, implementation varied widely at the local level and often appeared ad hoc. The Indonesian Government continued to operate shelters at its embassies and consulates in Singapore, Malaysia, Saudi Arabia, and Kuwait which housed thousands of overseas workers who were subjected to exploitation and conditions of involuntary servitude. At home, however, licensed and unlicensed migrant worker recruitment agencies (PJTKI) often imposed debt bondage and confinement on aspiring migrant workers and the government made no discernable progress to reform this system that contributed to trafficking. The government at various levels operated crisis centers and provided some support to domestic NGOs and civil society organizations that provide services for victims. Various Indonesian Government offices and diplomatic missions continued to receive limited training on trafficking victim recognition and assistance.

Prevention

The Indonesian Government continued efforts to promote public awareness of trafficking in 2005, and continued to prevent trafficking out of areas devastated by the December 2004 tsunami. The government launched the first televised public service announcements to raise awareness of trafficking and engaged in other limited public education campaigns. Government-sponsored public awareness campaigns often featured senior officials and included television, radio, and print media. Indonesia's national anti-trafficking spokesperson continued to engage the public to raise awareness of trafficking. The government opened new migrant worker service centers that provided information on safe migration and avoidance of traffickers. More Muslim organizations in West

Java, East Java and Aceh became aware of and took actions to warn the public about trafficking. Over the last year, the Indonesian Government continued its collaboration with NGOs on anti-trafficking and education initiatives. Most education campaigns focused on warning potential victims about trafficking. There were few prevention activities focused on reducing demand.

IRAN (TIER 3)

Iran is a source, transit, and destination country for women and girls trafficked for the purposes of sexual exploitation and involuntary servitude. According to foreign observers, women and girls are trafficked to Pakistan, Turkey, the Gulf, and Europe for sexual exploitation. Boys from Bangladesh, Pakistan, and Afghanistan are trafficked through Iran en route to the Gulf states where they are ultimately forced to work as camel jockeys, beggars, or laborers. Afghan women and girls are trafficked to the country for forced marriages and sexual exploitation. Similarly, women and children are trafficked internally for the purposes of forced marriage, sexual exploitation, and involuntary servitude.

The Government of Iran does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Iran is downgraded to Tier 3 after persistent, credible reports of Iranian authorities punishing victims of trafficking with beatings, imprisonment, and execution. The United States Government's lack of access to Iran prohibits the collection of full and accurate data on the country's human trafficking problem and its efforts to curb it. Nonetheless, sources report that the Iranian Government fails to meet the minimum standards for protection of victims of trafficking by prosecuting and, in some cases, executing victims for morality-based offenses resulting from their trafficking experience. Iran has taken steps, however, to improve its collaboration with source and destination countries to prevent human trafficking. The government should take steps to prevent the punishment of trafficking victims. Iran should also articulate a plan of action to punish traffickers and prevent trafficking in persons.

Prosecution

Over the year, Iran reportedly made some efforts to punish trafficking in persons crimes. In April, a number of government officials, including members of the State Security Forces and Islamic Revolutionary Guard Corps, were arrested for engaging in the commercial sexual exploitation of children. Despite this effort to address trafficking-related government corruption, Iran did not provide any evidence that these officials were officially charged, prosecuted, or convicted for trafficking offenses. The child victims of these raids—some as young as 13 years old—were also arrested pending their judicial sentencing, presumably for engaging in prostitution. The government should continue to conduct raids to identify and punish traffickers, but should subsequently prosecute the traffickers and assign strict penalties for their actions. Iran should also consider providing training to government officials on methods of investigating and prosecuting trafficking crimes.

Protection

The Government of Iran did not improve its protection of trafficking victims this year. Although government bodies provide some victims with legal, health, and counseling services, reports have also emerged that victims are arrested and punished for violations of morality standards such as

adultery, defined as sexual relations outside of marriage. Although it is unclear how many victims are subjected to punishment for acts committed as a result of their trafficking experience, child victims of commercial sexual exploitation reportedly have been executed for their purported crime of prostitution or adultery. For instance, one 16-year-old sex trafficking victim was hanged publicly by religious authorities who accused her of engaging in “acts incompatible with chastity.” The governor of the town later congratulated the religious leader for his “firm approach.” The Government of Iran should take significant steps to prevent the punishment of trafficking victims, and should improve the protective services available to victims.

Prevention

During the year, Iran may have made modest advances in its trafficking prevention measures. The government reportedly improved its monitoring of the border with Afghanistan, but provided no details regarding this effort. Iran should improve its efforts to prevent trafficking in persons by significantly improving border patrol with Pakistan and other neighboring countries to which Iranian women and children are trafficked. The government should also institute a public awareness campaign to warn women and children in rural areas of the dangers of trafficking.

IRELAND (TIER 1)

There are reports, which the Government of Ireland is investigating, which suggest that Ireland is a transit and destination country for a significant number of trafficking victims from Eastern Europe, Africa, Latin America, or Asia. While Ireland has a growing population of migrants, there is not yet evidence of a large number of trafficking victims. Unaccompanied minors from various source countries, particularly in Africa, represent a vulnerable group in Ireland that is susceptible to trafficking and exploitation.

The Government of Ireland fully complies with the minimum standards for the elimination of trafficking. Ireland’s recent influx of immigrants suggests a vulnerable population among refugees, asylum-seekers, and economic migrants susceptible to force, fraud, and coercion by exploiters in Ireland. The Government of Ireland, newly aware of the trafficking problem, has shown openness and leadership in tackling this crime. Current law, however, does not clearly define trafficking but rather merges it with smuggling, complicating efforts to count and verify the extent of trafficking in the country. In 2005, the government began drafting and updating anti-trafficking legislation that promises to be more comprehensive. If passed, the laws will differentiate between smuggling and trafficking; criminalize trafficking of children into or out of Ireland for both sexual exploitation and forced labor; and focus on the liability of carriers in their transport of such victims. Law enforcement personnel should continue training on victim identification techniques, including key elements defining the difference between trafficking and smuggling.

Prosecution

The Government of Ireland demonstrated strong leadership and initiative in addressing trafficking through law enforcement means in 2005. The government vigorously investigated cases of suspected trafficking reported by NGOs, potential victims themselves, and those reported in the media. Since August 2005, police conducted a number of raids of brothels in

Ireland; the government reportedly is preparing cases for prosecution. As a result, in September 2005, authorities conducted a series of raids based on allegations of trafficking in exotic dance clubs, though interviews of suspected victims did not produce evidence of trafficking. In February 2006, police launched an investigation and raided a farm suspected of managing a series of brothels via a call center operation, though again, no evidence of trafficking was found. Ireland's legislative framework includes a Child Trafficking and Pornography Act, which carries a maximum penalty of life imprisonment. The Government of Ireland demonstrated strong engagement with international organizations, NGOs, and potential source countries on trafficking. In 2005, the government launched Operation Hotel to improve nationwide law enforcement coordination on trafficking. There was no evidence of official complicity in trafficking during the reporting period.

Protection

The Irish Government offered adequate protections to presumed victims of trafficking during the reporting period. While the government lacks a formal referral mechanism, police and immigration officials referred potential trafficking victims to NGOs throughout the year. Due to a lack of dedicated anti-trafficking protections and services, potential victims, especially unaccompanied children, were at risk for being trafficked. NGOs and law enforcement authorities who have contact with potential victims of trafficking estimate a range of 14 to 200 victims of trafficking in Ireland since 2001. However, there are no agreed-upon figures on the number of trafficking cases in 2005. The current number of cases under police investigation is in the single digits, while NGOs estimate that the actual number of cases may range from 14 to 35 per year.

Prevention

In October 2005, the government established an inter-ministerial anti-trafficking working group composed of officials from the Department of Justice, Equality and Law Reform and the police. NGOs reported excellent cooperation with government and police officials, particularly at the operational level. Ireland en Route, a loose network of government agencies, NGOs, academics, and other experts met three times in 2005 to coordinate trainings and discuss legislation, best practices, and other relevant trafficking issues in Ireland. In February 2006, the government joined the U.K. Government's "Operation Pentameter." Part of this operation includes an awareness campaign aimed at potential victims and a hotline. In 2005, the government provided \$24,000 to an NGO for victim support services, specifically earmarked as funds to cover expenses while victims await court appearances. The government also dedicated \$420,000 per year to assist this NGO in reforming women in prostitution.

ISRAEL (TIER 2 WATCH LIST)

Israel is a destination country for low-skilled workers from the P.R.C., Romania, Jordan, Turkey, Thailand, the Philippines, Nepal, Sri Lanka, and India who migrate voluntarily for contract labor in the construction, agriculture and health care industries. Some are subsequently subjected to conditions of involuntary servitude. Many labor recruitment agencies in source countries and in Israel require workers to pay up-front fees ranging from \$1,000-10,000 – a practice that often leads to debt bondage and makes these workers highly vulnerable to forced labor once in Israel.

Israel is also a destination country for women trafficked from Eastern Europe – primarily Ukraine, Moldova, Uzbekistan, Belarus, and Russia – for the purpose of sexual exploitation. NGOs estimate that in 2005 between 1,000-3,000 women were trafficked into Israel for sexual servitude and 16,000-20,000 foreign workers faced involuntary servitude, though NGOs do not provide evidence to support their claim.

The Government of Israel does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Israel is placed on Tier 2 Watch List for its failure to provide evidence of increasing efforts to address trafficking, namely the conditions of involuntary servitude allegedly facing thousands of foreign migrant workers. The government did not pass a much-needed law criminalizing all forms of trafficking, including labor trafficking, drafted in 2003, though it took more steps than in previous years to criminally investigate and prosecute employers allegedly keeping foreign workers in conditions of involuntary servitude. The estimated thousands of victims of forced labor were not provided with protection. The government continued to build upon progress made in previous years to combat trafficking of women for sexual exploitation, such as prosecuting traffickers and providing victims with shelter and protective services, including legal aid. Israel should extend the scope of its anti-trafficking law to criminalize labor trafficking and establish a shelter for such victims. Israel should immediately take steps to adequately punish, using its criminal justice system, the perpetrators of labor trafficking crimes occurring in Israel. The government should also more vigorously enforce existing bans against charging recruitment fees and withholding passports, factors that contribute to the trafficking of workers.

Prosecution

The Government of Israel's anti-trafficking law enforcement efforts were uneven and inadequate over the last year. While the government made noticeable improvement in its law enforcement efforts against traffickers for sexual exploitation, it did little to address the much larger problem of involuntary servitude among foreign migrant workers. The government convicted 31 sex traffickers with sentences ranging from eight to 18 years in prison. The police also investigated 327 cases of trafficking for sexual exploitation and arrested 78 suspected sex traffickers. In addition, Israel cooperated with Russian, American, Ukrainian, and Belarussian law enforcement authorities to extradite traffickers and break up organized sex trafficking rings.

The government's efforts to investigate and prosecute labor trafficking cases, however, were inadequate in light of the scope of this problem. Israel's anti-trafficking law does not cover labor forms of trafficking, though other criminal statutes could be used to punish exploiters of foreign laborers. The government did not enact a long-awaited draft law that would specifically cover labor trafficking. Israel pursued administrative actions against employers for labor exploitation, including investigating 198 manpower agencies for suspected fraud against foreign workers, and revoking the hiring licenses of 227 Israeli employers and 12 manpower agencies. The Ministry of Industry, Trade and Labor filed 208 criminal indictments against employers for violations of the labor laws governing foreign workers, and the Immigration Authority registered 133 indictments against manpower companies for violations of the Israeli Penal Code. Few of these indicted employers or managers of manpower companies, however, faced jail time as a punishment; most were punished with fines.

In one case, a judge sentenced four employees of a manpower agency to seven to 13 months' imprisonment for aggravated assault of foreign workers; such prison sentences, however, proved far

too rare. The scope of labor trafficking in Israel merits a higher number of investigations, prosecutions, convictions, and manpower agency closures. Israel also failed to enforce bans on charging recruitment fees for employment and withholding workers' passports.

Protection

Although Israel made some improvements in its protection of sex trafficking victims, it did not demonstrate significant efforts to improve its protection of labor trafficking victims this year. The government solicited input from NGOs to design a questionnaire to screen detained illegal immigrants for evidence of trafficking for commercial sexual exploitation, but many victims are believed not to respond to either these questionnaires nor to Israeli police interviews for fear of retribution. As such, many victims are not adequately screened before being deported, despite other indications that they are trafficking victims. For identified victims of trafficking, the government provides shelter, medical, psychological, legal, and repatriation assistance. Women referred to the shelter are also granted temporary residency permits pending their testimony against traffickers, and a limited number of victims may receive one-year humanitarian visas allowing them to remain beyond the conclusion of their cases.

Victims of labor trafficking, however, do not receive adequate protection services. The government does not operate a shelter for their rehabilitation, housing them in detention facilities instead. Such victims are also frequently arrested and deported for violation of immigration regulations before they have an opportunity to testify against their employers. The government does not provide state-funded legal aid to foreign workers, and often fails to include interpreters in judicial and deportation hearings. Israel has been proactive, however, in revising the foreign employment system to allow changes of employers for workers in the construction industry, and in establishing an ombudswoman in the Ministry of Industry, Trade and Labor with whom foreign workers can lodge complaints. The government also published brochures and signs at detention centers advising foreign workers of their rights and allows NGOs access to detained workers to provide legal aid and translation services during deportation hearings. Israel should improve protections available to victims of labor trafficking, including access to a shelter and legal aid, and should adequately support the ombudswoman with a sufficient budget and increased staff.

Prevention

This year, Israel improved its efforts to prevent trafficking in persons. The government ran several programs to address demand for prostitution and is working to incorporate an anti-trafficking in women message into the high school curriculum. Israel also published brochures in 14 languages outlining the rights of foreign workers to be distributed at airports, manpower agencies, and on construction sites. The Ministry of Foreign Affairs included information on trafficking in persons in training programs for Israeli diplomats, and the Ministry of Justice trained police officers, border patrols, interrogators, judges, and soldiers on identifying trafficking victims. Finally, the government provided additional resources to the border patrol policing the boundary between Israel and Egypt to prevent the smuggling and trafficking of people.

ITALY (TIER 1)

Italy is a destination and transit country for men, women, and children trafficked for the purposes of sexual and labor exploitation. The number of victims originating from Albania and Nigeria

decreased in 2005, while the number of victims from Romania, Bulgaria, Ukraine, and Moldova increased. Other countries of origin included Russia, East and North Africa, China, and South America. The percentage of minors who are trafficking victims increased slightly. Eastern European and Nigerian traffickers routinely moved victims within Italy and Europe. The Italian social research institute PARSEC estimated 2,500 new trafficking victims in 2005. Both NGO and government sources reported an overall decline in the number of identified trafficking victims and women in prostitution in Italy.

The Government of Italy fully complies with the minimum standards for the elimination of trafficking. In 2005, Italy continued implementation of its comprehensive victim-centered approach to trafficking through its assistance and protection programs. The government sustained funding for outreach to potential trafficking victims abroad and conducted bilateral law enforcement cooperation with source countries. Italy's significant influx of illegal immigrants continues to challenge the government's ability to adequately screen for potential trafficking victims; some deportation occurs, especially of Nigerian women in prostitution. Focused and highly visible demand reduction campaigns aimed at customers are greatly needed to effectively tackle the huge demand for trafficking victims within Italy.

Prosecution

In 2004, the Government of Italy continued to demonstrate its proactive anti-trafficking efforts, investigating 1,861 cases and prosecuting 120 cases involving trafficking; incomplete data for 2005 shows Italy conducted 2,045 investigations. The number of convictions in 2004 increased from 32 to 77; incomplete data for 2005 shows there were 50 convictions. The courts reportedly denied 95 percent of convictions appealed. Italy's 2003 anti-trafficking law covers both trafficking for sexual exploitation and forced labor; however, some trafficking-related cases filed under the old laws continue to work their way through the courts. While the government failed to produce any sentencing data for 2004, sentences reported for 2005 averaged four years and five months. Convicted traffickers reportedly can receive reduced sentences if they cooperate in prosecutions. There continued to be some isolated reports of local and border officials accepting bribes and facilitating trafficking; the government failed to investigate these reports.

Protection

In 2005, the Ministry of Equal Opportunity spent over \$3.5 million on 72 projects to provide comprehensive assistance to 7,400 victims. The government issued 922 temporary residence permits to trafficking victims who cooperated with law enforcement authorities. Government-funded NGOs provided literacy courses for 428 victims and vocational training for 462; they helped 265 victims find temporary employment and another 840 find permanent jobs. Although some NGOs continue to express concern about improper screening leading to automatic deportation of trafficking victims, the Ministry of Interior reported that it properly screened illegal immigrants for trafficking victims. In 2004, the government provided repatriation and reintegration assistance to 78 victims, up from 66 the previous year.

Prevention

In 2005, NGOs continued to implement anti-trafficking awareness initiatives funded by the government from the previous year. This included brochures and TV/radio ads, one of which emphasized the link between trafficking and prostitution. The Ministry of Equal Opportunity's hotline for trafficking victims received calls from over 6,500 trafficking victims during 2005. The

Ministry of Interior provided specialized training on trafficking laws and best practices for victim care to law enforcement officers. The inter-ministerial committee continued to coordinate the government's anti-trafficking efforts.

JAMAICA (TIER 2 WATCH LIST)

Jamaica is a source country for men, women, and children trafficked for the purposes of sexual exploitation and labor. Information from international organizations and embassies working in Jamaica suggests that women from the Dominican Republic and Eastern Europe are trafficked to Jamaica for sexual exploitation. Women and children are also internally trafficked from rural to urban and tourist areas for sexual exploitation. In a 2005 exploratory assessment, IOM stated that trafficking is occurring in the country, primarily for sexual exploitation. The report also states there may be trafficking for domestic servitude and forced labor.

The Government of Jamaica does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Although Jamaica demonstrated some initial progress in combating trafficking shortly after the last Report, Jamaica is placed on Tier 2 Watch List because the determination that it is making significant efforts is based in part on its commitments to take additional future steps over the coming year. Over the past year, the Jamaican Government made modest efforts to address trafficking in the country after being placed in Tier 3 in the 2005 Report. There has been greater public debate, led by the government, on trafficking issues, resulting in a significant increase in public awareness of the dangers of trafficking. The government also launched a public awareness campaign, created an inter-agency task force to coordinate anti-trafficking matters, and appointed police officers to handle trafficking-related investigations. The government has committed to advancing these initiatives over the coming year. However, very few investigations have led to prosecutions. The government should increase law enforcement efforts and take strong action against corruption that may impede progress in this area.

Prosecution

The Government of Jamaica increased efforts to investigate trafficking crimes over the past year, resulting in limited progress. Jamaica has specific laws against trafficking in children, such as the “Child Care and Protection Act of 2004,” but no laws that specifically address trafficking of adults. Related criminal statutes, however, may be used to prosecute individuals for trafficking, including the “Offenses Against the Person Act,” which prohibits certain aspects of trafficking for commercial sexual exploitation. During the reporting period, the government created a police unit, staffed by six officers in the Jamaica Constabulary Force to enforce Jamaica’s anti-trafficking and related laws. To date, there have been a number of raids and arrests, but no convictions under the Child Care and Protection Act. There have been some related convictions under other laws, including the Spirit Licensing Act and also some reported immigration code violations. There are at least six cases currently under investigation. The government also temporarily suspended work permits for foreign exotic dancers, some of whom are victims of trafficking. The Ministry of Labor is currently working on procedures to monitor individuals granted an exotic dancer permit, to ensure they are not being abused. However, despite some progress on law enforcement, official corruption remains endemic. Law enforcement efforts are also hampered by a lack of resources, personnel, and trafficking awareness.

Protection

The government's efforts to protect trafficking victims remained inadequate, affected in part by resource constraints. Child trafficking victims may be referred to shelters operating throughout the island. However, there are no shelters specifically for adult trafficking victims. Nevertheless, the government has occasionally placed adult trafficking victims in hotels and other temporary facilities. Overall victim protection efforts are ad hoc and there is no formalized referral system for victims once they are identified. Most foreign trafficking victims, when arrested for immigration offenses, are not identified as victims and are sometimes punished for unlawful acts committed as a direct result of their being trafficked. They are not provided with legal alternatives to their removal to countries where they may face hardship or retribution.

Prevention

The government continued modest prevention efforts. In August 2005, the government's anti-trafficking task force launched a year-long awareness and education campaign. High-level officials, including the Minister of National Security, attended the launch of the campaign. The government is also seeking to award a project to an organization to provide a more concrete assessment of the trafficking problem on the island. There have been a number of training sessions and sensitivity workshops for police and community representatives related to trafficking in persons.

JAPAN (TIER 2)

Japan is a destination and transit country for men, women, and children trafficked for commercial sexual exploitation. The majority of trafficking victims are foreign women who migrate to Japan seeking legal work, but are deceived or coerced into debt bondage or sexual servitude. There are also anecdotal reports of forced labor exploitation of Chinese and Thai migrants. Women and children are primarily trafficked to Japan from Thailand, the Philippines, Russia, and Eastern Europe for commercial sexual exploitation. On a smaller scale, women and children are trafficked from Colombia, Brazil, Mexico, South Korea, Malaysia, Burma, and Indonesia for sexual servitude. Internal trafficking of Japanese minor girls for sexual exploitation is an ongoing problem. There are no clear estimates on the number of trafficking victims in Japan, but most agree the number is significant and many women will not come forward for fear of reprisal by their traffickers. Japanese organized criminal syndicates (yakuza) operate internationally and are thought to be involved in trafficking.

The Government of Japan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Japan showed additional progress in advancing anti-trafficking reforms over the past year. The Japanese Government showed a more aggressive stance against trafficking and committed greater resources to victim care and protection. There has also been remarkable progress in the government's efforts to tighten the issuance of "entertainer visas" to Philippine nationals, which has resulted in a sizeable reduction in the trafficking of Philippine women to Japan. However, improved law enforcement efforts often conclude with suspended sentences against traffickers. Greater efforts to investigate and prosecute criminal syndicates thought to be involved in trafficking, legal reforms to deter such organizations from employing foreign dancers or singers, and longer sentences for those convicted of involvement in trafficking of persons would help reduce trafficking in Japan.

Prosecution

The Government of Japan's efforts to punish acts of trafficking improved over the last year. In June 2005, the government passed significant penal code reforms to specifically criminalize trafficking and provide for substantial penalties. Application of this statute, however, has been hindered by the difficulty of establishing the level of documentary evidence required for proving a trafficking crime. An amendment to the Immigration Control and Refugee Recognition Act (ICRRA) also addressed trafficking and allowed the government to issue temporary special residency status for trafficking victims. There are also a number of related criminal statutes that may be used to go after traffickers and are often used in cases of underage victims of trafficking. Future possible amendments to Japan's law against organized crime would allow for broader use by prosecutors of "conspiracy" statutes for trafficking in persons, expand punishment, and authorize asset forfeiture. The "Law on Control and Improvement of Amusement Businesses" amendments went into effect in April 2006, and mandate that adult entertainment establishments confirm and verify a worker's immigration status.

Over the past two years, there has been a steady increase in law enforcement efforts against trafficking-related crime; however, few prosecutions have resulted in the incarceration of traffickers. In 2005, the government reported 75 trafficking prosecutions; 64 of these concluded with convictions and 11 are ongoing. The government obtained one conviction (currently under appeal) under the revised penal code provisions on trafficking since this law went into effect in mid-2005. There are several ongoing investigations for trafficking under the revised penal code. Three of the 64 offenders convicted for trafficking-related offenses served prison sentences, ranging from four to five years' imprisonment and significant fines. In line with Japanese judicial practice, most other offenders were given suspended sentences, which generally entailed a fine and no jail sentence as long as the offender refrains from committing another crime during a set period of time. The government actively cooperated with a number of other countries, including Indonesia, Thailand, and Colombia, on trafficking cases throughout the year. The National Police Agency (NPA) continues to train its investigators and local police on trafficking, using a documentary film it developed with an NGO in 2003. However, establishing evidentiary links to organized crime is a major obstacle for law enforcement in the country.

Protection

The government continued significant efforts to shelter and protect victims of trafficking and allocated \$100,000 for this purpose. The Diet is also currently discussing a separate allocation for the medical care of victims. In 2005, the government reported that 109 victims were identified and received services in Japan. Victims are generally protected and aided by one of the Women's Consultative Centers (WCC), which are located in all 47 of Japan's prefectures. The WCC either provides direct services or refers victims to a private facility or, if the person is under 18 years of age, to a Child Guidance Center. Japan's 2005 budget calls for 10 million yen for victim treatment, including funds for shelters, psychological services, and medical assistance. NGO shelters in Tokyo and Kanagawa also receive local government resources to work with trafficking victims. Last year, Japan funded the IOM (\$160,000) to aid with repatriation of foreign trafficking victims and this resulted in the safe return of 66 victims. Temporary residency status was granted to 47 other foreign trafficking victims. New screening processes implemented over the year resulted in an increase of the number of trafficking victims identified, although most agree the number identified is still relatively low. Despite these gains, the government recognizes the need to provide better protection for women who agree to assist in the investigation or prosecution of a trafficking crime; many still

feel endangered and are unwilling to testify against their brokers. More coordinated referral mechanisms and a dedicated trafficking shelter would improve the services available to victims.

Prevention

The government recognizes that trafficking is a significant problem in the country, and established an Inter-ministerial Liaison Committee to coordinate anti-trafficking activities. The government is also implementing a 2004 national plan of action against trafficking in persons. There have been a number of public outreach campaigns, including the production of one million pamphlets in seven languages informing potential victims where to seek help. Japan has been very active in reaching out to source countries, and has funded programs in both Colombia and Thailand aimed at reducing trafficking in persons. Government funding has also been provided to UNICEF (\$650,000) and ILO (\$2 million) for anti-trafficking campaigns in these countries. The government began efforts to address demand for trafficking by including trafficking information in a foreign affairs magazine distributed in Japanese secondary schools and initiating a research project on how to address trafficking in schools' curricula. Although prostitution is illegal, there have been no efforts to criminalize demand.

JORDAN (TIER 2)

Jordan is a destination and transit country for women and men from South and Southeast Asia trafficked for the purpose of labor exploitation. Women from Sri Lanka, Indonesia, and the Philippines travel legally to Jordan to work as domestic servants, but are sometimes subjected to conditions of involuntary servitude, including restrictions on movement, and physical and sexual abuse. Chinese and South Asian men and women sometimes face similar conditions of restricted movement, non-payment of wages, long hours, withholding of passports, lack of access to food, water, and medical care, and physical abuse while working in factories in Jordan. Additionally, late in the reporting period credible but unverified information was received alleging lack of access to food, water, and medical care, and physical and sexual abuse of foreign workers in some textile and apparel factories. In addition, Jordan is a transit country for South Asian men who are deceived with fraudulent job offers in Jordan, but are instead trafficked to work involuntarily in Iraq.

The Government of Jordan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2005, the government took measures to stem the flow of trafficking victims through Jordan by banning the transit of workers unless accompanied by their sponsors. Jordan also signed separate memoranda of understanding with Sri Lanka, Indonesia, and the Philippines to streamline the process by which workers gain employment in Jordan and to guarantee their rights. Jordan should increase its trafficking prosecutions, seriously investigate allegations of trafficking of workers through Jordan to Iraq, and build a shelter for trafficking victims with adequate protective services. The government should also improve enforcement and monitoring of its labor laws in factories employing foreign guest workers and investigate allegations of involuntary servitude within these factories.

Prosecution

During the year, Jordan took minimal steps to investigate and prosecute trafficking offenses. Jordanian law prohibits the trafficking of children, but does not specifically criminalize all forms of

trafficking in persons. Although other sections of the criminal code can be used to prosecute trafficking offenses, the government failed to charge anyone with trafficking this year. Eight recruitment agencies received warnings for violations of workers' rights and another eight were closed in 2005, but five of those reopened within six months. Jordan supplied no evidence, however, that it is investigating cases of trafficking of workers through Jordan to Iraq for involuntary servitude. Jordanian police received training in identifying physical and sexual assault and anti-trafficking measures. Jordan should consider drafting a comprehensive anti-trafficking law, and should increase prosecutions of abusive employers and recruitment agencies, particularly those using fraud to traffic men into Iraq.

Protection

Jordan provided limited protection to victims of trafficking during the last year. The government neither operated a shelter for trafficking victims nor offered rehabilitative services to them. The government did, however, fund the operational expenses of the National Center for Human Rights—a quasi-independent organization—and gave in-kind support to UNIFEM and IOM for trafficking victim assistance. The government should build a shelter for trafficking victims that provides medical, psychological, and legal aid, and should ensure that victims are not detained as a result of reporting sexual assault.

Prevention

In 2005, Jordan took modest measures to prevent trafficking in persons. With help from UNIFEM, the government produced a booklet for distribution to all foreign workers enumerating their rights and offering hotline numbers to call, but few copies were distributed. The government should also consider establishing a broad public awareness campaign to educate employers and recruitment agencies of the rights of foreign workers.

KAZAKHSTAN (TIER 2)

Kazakhstan is a source, transit, and destination country for people trafficked for the purposes of forced labor and sexual exploitation. Kazakhstani men, women, and children are trafficked to the U.A.E., Turkey, Israel, South Korea, Greece, Russia, and Western Europe. Last year saw a slight decrease in the number of cases of Kazakhstani victims being trafficked abroad and an increase in the number of labor trafficking victims into and within Kazakhstan. Men, women, and children from Uzbekistan, Kyrgyzstan, Russia, and Tajikistan are trafficked through or to Kazakhstan primarily for forced labor in construction and agriculture. Women and girls are trafficked for sexual exploitation. International experts estimate that the number of trafficking victims is in the low thousands.

The Government of Kazakhstan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In March 2006, Kazakhstan enacted a comprehensive set of legislative amendments that strengthened the government's ability to investigate, prosecute, and convict traffickers. These amendments also included provisions to increase the amount of resources devoted to victim protection and prevention. In February 2006, Parliament passed legislation that will provide identified victims with temporary residence status to ensure their safe repatriation or participation in trafficking prosecutions. In April 2005, the Law on Social Assistance was passed, providing a mechanism

that allows the government to provide grants to NGOs. The government should continue its progress by developing a plan to track, analyze, and prepare regular reports on trafficking statistics. The government should also devote more resources to training for law enforcement, prosecutors and judges with the goal of increasing convictions of traffickers and imposing sentences that are actually served. The government should also increase efforts to investigate and prosecute trafficking-specific government corruption.

Prosecution

The Government of Kazakhstan demonstrated modest progress in its law enforcement efforts to combat trafficking over the last year. Police conducted 29 trafficking investigations in 2005, up from 27 in 2004. Authorities prosecuted five trafficking cases in 2005, down from 14 in 2004. Courts convicted 13 traffickers in 2005, an increase from 12 in 2004. Although penalties prescribed by the law are sufficiently stringent, convicted traffickers regularly received suspended sentences and did not serve any time in prison. The Border Guard Service trained passport control officers to screen for potential victims entering the country at Kazakhstan's 150 official points of entry. Systemic corruption remained a problem that affected anti-trafficking efforts; reports of individual border guards and migration officers accepting bribes from traffickers were common. However, there were no reports of new investigations and no reports of prosecutions for official complicity in trafficking. Furthermore, the two investigations of higher-level officials assisting trafficking rings reported in the 2005 Trafficking in Persons Report remained unresolved; the first investigation was dropped for lack of evidence while the second remained under investigation at the time of this Report.

Protection

Kazakhstan increased its efforts to provide victim protection and assistance during the reporting period. Some local governments provided in-kind assistance to NGO trafficking crisis centers and shelters; in the city of Ust-Kamenogorsk, the local government provided room, board, and protection for trafficking victims in conjunction with NGOs. Crisis centers and shelters reported effective coordination with local law enforcement. The government assisted in the repatriation of 19 Kazakhstani victims. The government worked with NGOs and international organizations to provide protection to 22 foreign citizens trafficked to or through Kazakhstan, pending their repatriation. Victims' rights were generally respected and there were no reports of victims being jailed in 2005; however, victims were sometimes punished for unlawful acts committed as a direct result of their being trafficked. While law enforcement awareness of sexual exploitation continued to increase, authorities at the local level had difficulty distinguishing illegal labor migration from labor trafficking; police identified only 25 labor trafficking victims in 2005, though international observers believe the numbers to be far greater.

Prevention

The government and IOM continued a joint anti-trafficking information campaign targeted at potential victims over the last year. The Ministry of Justice produced a short booklet entitled, "Working Overseas," which offered advice to Kazakhstanis looking to work abroad on whether their overseas employment offers were legitimate; the booklet also provided information for victims on where they could receive help and assistance, within Kazakhstan and at embassies and consulates abroad. The booklet was printed in Kazakh and Russian and was widely distributed throughout the country. In Kostanay, the local government helped fund anti-trafficking public service announcements produced by a local NGO.

KENYA (TIER 2 WATCH LIST)

Kenya is a source, transit, and destination country for men, women, and children trafficked for forced labor and sexual exploitation. Kenyan children are trafficked within the country for domestic servitude, street vending, agricultural labor, and sexual exploitation, including the coastal sex tourism industry. Kenyan men, women, and girls are trafficked to the Middle East, other African nations, Western Europe, and North America for domestic servitude, enslavement in massage parlors and brothels, and manual labor. Chinese women trafficked for sexual exploitation reportedly transit Nairobi, and Bangladeshis may transit Kenya for forced labor in other countries. Burundian and Rwandan nationals engaged in coastal sex tourism may have been trafficked for this purpose.

The Government of Kenya does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Kenya is placed on Tier 2 Watch List due to a lack of evidence of increasing efforts to combat severe forms of trafficking over the last year. Despite positive steps in 2005 to assess the human trafficking threat to Kenyan nationals in the Middle East and support the establishment of a code of conduct against child sex tourism, an almost complete lack of law enforcement efforts severely impeded the government's ability to effectively combat trafficking in persons. The government should sensitize law enforcement officials throughout the country to trafficking crimes and push for greater trafficking investigations and prosecutions. It should also improve its ability to monitor and collect data on anti-trafficking interventions.

Prosecution

The Kenyan Government made weak efforts to punish acts of trafficking during the year. Its law enforcement agencies reported no investigations, prosecutions or convictions of trafficking crimes. The Ministry of Immigration developed draft legislation to criminalize the cross-border elements of human trafficking, and the Attorney General's Office collaborated with civil society and other ministries to develop draft comprehensive legislation; several procedural stages remain before presentation of the bills to parliament. Rather than investigating foreigners suspected of involvement in trafficking, law enforcement officials typically detained and deported them. Immigration officials reported several cases of suspected trafficking, but charged suspects with other offenses in the absence of specific legislation. For example, a French national found transporting Chinese nationals was convicted of harboring aliens and deported. Despite U.S. Government financial and training assistance, the Police's Human Trafficking Unit conducted no investigations into trafficking cases during the period; however, a Kenyan victim successfully filed and won a civil suit against traffickers who forced her into unpaid domestic servitude. This is the first known civil case brought against traffickers in sub-Saharan Africa. The Kenyan Police Service reportedly incorporated human trafficking awareness into its community policing training program, and 25 officials received a training-of-trainers seminar from outside partners.

Protection

The government provided minimal victim protection services during the year. Foreign trafficking victims were frequently deported without questioning and may also face immigration charges resulting in prosecution or fines. In mid-2005, Ministry of Labor officials met with employment agencies and diplomatic missions in five Middle Eastern nations, where an estimated 20-30,000 Kenyans are employed, to assess the human trafficking threat to Kenyan nationals. The government

provided consular services to one Kenyan trafficking victim seeking repatriation from Germany. The government provided an unknown number of street children victimized by trafficking with shelter and medical services. It established District Advisory Children's Centers throughout the nation that provided psycho-social services, medical and educational assistance, and foster programs for vulnerable, orphaned, or abandoned children who are at risk of trafficking. In June, the Central Bureau of Statistics began a nationwide household survey of exploitative child labor.

Prevention

The government's public acknowledgement of Kenya's sex tourism problem led to greater awareness of human trafficking; during the year, numerous national and local-level officials spoke out against trafficking and sex tourism. The Ministries of Tourism and Home Affairs were involved in the development of a code of conduct to protect children from tourism-related sexual exploitation; 30 hoteliers and caterers signed onto the code in February. The Ministries of Labor, Home Affairs, and Foreign Affairs reportedly registered additional foreign employment agencies in 2005 and continued a program of trafficking education, awareness, and inspection for all 68 agencies. The Ministry of Labor provided workers' rights counseling for an unspecified number of Kenyan nationals leaving to work abroad. In November, the government established a task team to develop a national plan of action and facilitate government and civil society anti-trafficking efforts.

REPUBLIC OF KOREA (TIER 1)

The Republic of Korea (R.O.K.) is a source, transit, and destination country for women who are trafficked for the purpose of sexual exploitation. Women from Russia, Uzbekistan, Kazakhstan, the People's Republic of China (P.R.C.), the Philippines, Thailand, and other Southeast Asian countries are trafficked for sexual exploitation to the R.O.K. Korean women are trafficked to Japan and to the United States, sometimes via Canada or Mexico, for forced prostitution.

The Government of the Republic of Korea fully complies with the minimum standards for the elimination of trafficking. During 2005, the government continued to provide substantial resources for victim care, and remains a pioneer and global leader on anti-trafficking education and demand reduction measures. The government sustained an aggressive law enforcement campaign aimed at curbing trafficking and exploitation of women. The government also continues to make significant progress to strengthen victim support mechanisms and improve the treatment of women in Korean society. The Ministry of Gender Equality and Family (MOGEF) and the Ministry of Justice (MOJ) play leading roles in the effort to curb trafficking and exploitation.

Prosecution

The Republic of Korea's 2004 "Act on the Punishment of Intermediating in the Sex Trade and Associated Acts" specifically prohibits trafficking in persons, including debt bondage, and related activities. The anti-trafficking law also carries stiff penalties, including up to 10 years' imprisonment, up to \$86,000 in fines, and seizure of assets and property acquired as a result of trafficking. There are also a number of related criminal laws that may be used to prosecute trafficking-related crime. In 2005, police arrested 28 people for trafficking-related crimes under the 2004 Act. The government prosecuted 27 suspected traffickers and convicted 26 of them. Twenty-two received prison terms of between eight months and seven years. The law sends a clear message that the government is serious about taking

action against a crime that went largely unpunished in the past. The Korean Government is cooperating with the United States on trafficking-related investigations.

Protection

The Republic of Korea showed considerable efforts to protect victims of sexual exploitation and trafficking over the last year. The government's anti-trafficking law authorized the establishment of assistance facilities, counseling centers, and shelters for victims. Additionally, the law established a solid structure of care, including social, legal, and medical assistance available to both foreign and domestic victims of trafficking. Currently, there are 23 general shelters, 16 shelters dedicated to children, two shelters dedicated to foreign victims, two rehabilitation centers, four group homes, and 29 counseling centers. In 2005, the government provided approximately \$22 million in funding for victim care, including funding for a key program for vocational training for victims. As a result of this training, 24 victims started their own businesses and another 239 found other employment or enrolled in school. The MOGEF also established a Center for Women's Human Rights to provide overall assistance to trafficking prevention facilities. The Crime Victims Support Division, which is present in 50 prosecutors' offices across the country, provided support to victims/witnesses by facilitating and guiding these individuals through the legal process with personal protection and counseling services. Foreign victims were eligible to remain in the Republic of Korea under temporary status (through G-1 visas) in order to redress harms that occurred as a result of their being trafficked and to receive benefits.

Prevention

The government acknowledges that trafficking is a problem and has undertaken a number of significant prevention measures, including efforts aimed at demand reduction. The government continues to operate a "John School," which is designed to educate men about trafficking and commercial sexual exploitation. To date, over 1,000 men have participated in this program. Also, during 2005, over 74 regional government officials were trained to detect, investigate, and prevent trafficking in persons. The government continued to work through its anti-trafficking planning unit to implement its master plan on preventing prostitution. Finally, the government continued its cooperation with United States Forces Korea (USFK) to address sexual exploitation surrounding USFK bases in the country. As a result, sources suggest a significant decline in the number of foreign women working near U.S. bases.

KUWAIT (TIER 2 WATCH LIST)

Kuwait is a destination country for men and women who migrate legally from Bangladesh, India, Pakistan, Sri Lanka, Nepal, Indonesia, and the Philippines for domestic or low-skilled labor, but are subjected to conditions of involuntary servitude by employers in Kuwait. Victims suffer conditions including physical and sexual abuse, non-payment of wages, confinement to the home, and withholding of passports to restrict their freedom of movement. Kuwait is reportedly a transit point for South and East Asian workers recruited by Kuwaiti labor recruitment agencies for low-skilled work in Iraq; some of these workers are deceived as to the true location and nature of this work, and others are subjected to conditions of involuntary servitude in Iraq. In past years, Kuwait was also a destination country for children from Bangladesh, Pakistan, Sudan, Yemen, and Eritrea exploited as camel jockeys; this form of trafficking appears to have ceased.

The Government of Kuwait does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Kuwait is placed on Tier 2 Watch List because its significant efforts, as assessed by this Report, are based largely on pledges of future efforts over the coming year. The government plans to enforce a decree for standardized contracts that provide some security for domestic workers and has publicly announced that passing a draft labor law through parliament that would criminalize the exploitation of foreign workers is a top priority. This year, the government identified the Ministry of Social Affairs and Labor as the central agency coordinating the government's anti-trafficking activities, and the inter-ministerial committee on expatriate labor issued recommendations regarding minimum wages, reducing visa trading, and establishing a standard contract for domestic workers. The government enforced compliance with a ban on child camel jockeys enacted last year and replaced children with robot jockeys. The government convicted some employers for labor rights abuses, but it is unclear whether any of these convictions resulted in prison sentences. The government also did not extend labor law protection to foreign domestic workers. Although a local employment recruitment agency took steps to build a shelter for abused foreign workers, the local municipality closed down the site of this private shelter on a zoning violation that has yet to be resolved.

Prosecution

The Government of Kuwait took inadequate measures to punish trafficking crimes over the last year. Kuwait lacks a specific anti-trafficking law, but used other sections of its criminal code to prosecute trafficking-related offenses. The government obtained 451 convictions for failure to provide official documents for the hiring of foreign workers and 258 convictions for hiring workers from abroad and then not providing them with work. However, the Government of Kuwait does not report assigning jail sentences to any of those convicted. Less scrupulous Kuwaiti labor agencies continued to recruit South and East Asian laborers, reportedly using deceptive and fraudulent offers and coercive techniques to meet demand in Iraq for cheap third-country national (TCN) labor. The government did not attempt to regulate this lucrative trade of workers through Kuwait. The government provided no specific law enforcement training on trafficking in persons, although one police station has responsibility for investigating trafficking crimes. Kuwait should increase investigations and prosecutions for foreign domestic worker abuse, including cases involving physical and sexual abuse, under its criminal laws, assign criminal penalties sufficient to deter future acts, such as jail sentences, and train its law enforcement officers and prosecutors on methods of investigating and prosecuting trafficking offenses.

Protection

During the year, Kuwait did not noticeably improve its protection of victims of trafficking and trafficking-related abuses. The Ministry of Labor and Social Affairs (MOSAL) has established a labor dispute center (for non-domestic workers) to assist workers in salary disputes. In addition, labor source countries report that the government provided increased numbers of Kuwaiti mediators to help foreign workers resolve domestic workplace disputes with their Kuwaiti employers. Moreover, the government gave a greater role to diplomats of labor source countries in advocating for workers in the dispute process. Foreign workers are permitted to file civil suits against their employers and, though cases move slowly through the courts, these suits are often settled in favor of the workers.

The Ministry of Interior suspended in the past year 163 domestic labor agencies for illegal practices, such as selling visa or residence permits or both to workers, who arrive in Kuwait to find there is no

work or even that the company does not really exist. The government does not otherwise provide medical, psychological, or legal aid to victims of trafficking, preferring to rely primarily on source country embassies to assist their nationals. Kuwait does not have a screening system to distinguish trafficking victims from illegal immigrants, again depending on embassies to perform this service. The government enforces laws that only allow incoming domestic workers to be picked up from the airport by government-licensed agencies that have already agreed to a contract with the worker. These agencies are then responsible for the workers' welfare for six months.

In July, the Ministry of Interior issued a decree requiring a tripartite contract for domestic workers to be signed by the recruitment agency, employer, and employee, outlining the rights of the domestic employee. The Ministry has set August 2006 as the implementation date for the decree in order to allow Kuwaiti embassies abroad time to establish the necessary administrative procedures. The government is in the process of issuing a license to KUDLO to establish a privately-run shelter. In early February, however, the Kuwait Municipality closed down KUDLO headquarters on a zoning violation that has yet to be resolved. The government should take immediate steps to establish and support a shelter that provides a range of protective services to trafficking victims, institute a screening mechanism to identify victims, and formally extend protection to domestic workers.

Prevention

Kuwait's efforts at preventing trafficking in persons improved. With U.S. assistance, the government is launching a public awareness campaign featuring a wallet-sized card with information on the dangers of trafficking. The cards were distributed at airports, health clinics, and in source countries targeting East and South Asian workers in Kuwait.

KYRGYZ REPUBLIC (TIER 2)

The Kyrgyz Republic is a source, transit, and growing destination country for men, women, and boys trafficked from Uzbekistan, Tajikistan, Turkmenistan, South Asia, and the Kyrgyz Republic itself for purposes of forced labor and sexual exploitation. Victims of forced labor are trafficked to Kazakhstan for work in the agricultural sector, to Russia for work in construction, and to China for bonded labor. Kyrgyz and foreign women are trafficked to the U.A.E, China, South Korea, Turkey, Greece, Cyprus, Thailand, Germany, and Syria for sexual exploitation. Kyrgyz boys are trafficked to Russia and Kazakhstan for sexual exploitation. Kyrgyzstan is a growing destination for women trafficked from Uzbekistan for the purpose of sexual exploitation.

The Government of the Kyrgyz Republic does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In February 2006, the government took steps to prevent government complicity in trafficking by strengthening punishments for government officials that violate the rules of visa issuance to foreigners; this measure was aimed at preventing the trafficking of foreign citizens to Kyrgyzstan. The new punishment is a fine of up to 50 times the minimum monthly salary of the official or dismissal from his or her position, or both. Although the government continued to strengthen overall efforts to combat human trafficking, more remains to be done. The government should make efforts to improve its statistics and data collection system. It should also increase the number of judges and prosecutors that receive trafficking training, as well as increase funding for NGOs providing victim protection.

Prosecution

The Kyrgyz Government showed mixed progress in its law enforcement efforts to combat trafficking; although police demonstrated a clear commitment to investigate and arrest suspected traffickers, the courts handed down very few trafficking convictions. Police conducted 34 trafficking investigations and authorities conducted 15 prosecutions in 2005. There were three trafficking convictions during the reporting period, a considerable decrease from 17 convictions in 2004. There were six on-going investigations at the time this Report was written. Sentencing data was unavailable. In February 2006, the National Security Service prevented the trafficking of six women from Uzbekistan and Turkmenistan to the U.A.E. for purposes of sexual exploitation; the women reported that their traffickers deceived them by offering lucrative jobs in Dubai and did not tell them they would be forced into prostitution. Authorities arrested four traffickers in connection with this case. Forty-eight judges were trained on how to apply domestic and international trafficking laws. During the reporting period, 70 officers from the National Border Service received victim identification training. The government closed 15 unlicensed labor-recruiting companies in 2005, a significant step given traffickers' use of labor companies to recruit victims in Kyrgyzstan; last year the government closed seven such agencies.

Protection

The Kyrgyz Government showed limited progress in its protection efforts during the reporting period. Although the government passed a new law that prohibits victims from being punished for acts committed as a direct result of being trafficked, the government did not provide direct funding for victim assistance and protection. Some local governments did provide office space for anti-trafficking NGOs. One shelter was forced to close for part of 2005 due to a lack of funding. Police increased the number of victim referrals to NGOs in 2005.

Prevention

The Government of the Kyrgyz Republic demonstrated good prevention efforts during the reporting period. In fall 2005, a theatrical performance about trafficking was shown in 28 villages and towns where a high percentage of victims originate; local governments provided the performance space and provided free advertising. Throughout the year, the Ministry of Foreign Affairs, the Border Service, and NGOs distributed 5,000 copies of a brochure educating migrant workers about the dangers of trafficking and their legal rights. The government also released a booklet entitled "Information for Kyrgyz Citizens Going Abroad to Work in CIS Countries;" the information from the booklet was also published in several newspapers during 2005. State-run television and radio stations aired programs on trafficking throughout the year.

LAOS (TIER 3)

Laos is a source country for men and women trafficked for the purposes of forced labor and sexual exploitation. A significant number of men, women, and children from Laos are economic migrants who are subjected to commercial sexual exploitation or conditions of forced or bonded labor in Thailand. To a much lesser extent, Laos is a transit and destination country for women who are trafficked for sexual exploitation. A small number of victims from the People's Republic of China (P.R.C.) and Vietnam are trafficked to Laos to work as street vendors and for sexual exploitation in prostitution.

The Government of Laos does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government has not taken sufficient steps to ensure the protection of returning victims and prosecution of persons complicit in trafficking. The government's September 2004 Law on Women provides for the protection of victims and prohibits the fining of trafficking victims upon their return to Laos; however, the government has yet to fully implement these provisions. Government officials at the local level continued to punish rescued trafficking victims for unlawful acts that were a direct result of their being trafficked. The Lao Government's efforts to prosecute traffickers remained weak and uncoordinated. The government should take measures to better implement the Law on Women effectively at the local level. Government action should concentrate on prosecuting and convicting traffickers and public officials involved in trafficking, establishing an official mechanism to identify trafficking victims among returnees to the country, and taking measures to ensure that victims are not subjected to fines or re-education by local authorities.

Prosecution

There was no discernable increase in Lao Government prosecutions of trafficking-related cases during the reporting period. However, Lao law enforcement is decentralized and the central government does not keep data on efforts of local officials to prosecute traffickers. Data is limited and the Lao Government provided no data on its law enforcement efforts to combat trafficking. Laos lacks a specific anti-trafficking law but used various other laws, including kidnapping and prostitution statutes, to arrest and prosecute traffickers. In 2005, the government amended the penal code to address transnational child trafficking, with penalties of 20 years' imprisonment. The Immigration Department's anti-trafficking unit confirmed one conviction in 2005, but had no information on convictions by courts outside of Vientiane, reflecting the country's inadequate record-keeping on court cases. The Law on Women contains provisions recognizing and guaranteeing the rights of trafficking victims and prohibits authorities from punishing trafficking victims for immigration violations, but the law has not been fully disseminated and enforced. Overall, judicial and law enforcement institutions are extremely weak and corruption is widespread in Laos. There are reports that some local government officials profit from trafficking, but there were no reported investigations or prosecutions of officials for complicity in trafficking.

Protection

The Lao Government made minimal progress in improving its severely inadequate protection for victims over the last year. While the 2004 Law on Women prohibits authorities from punishing trafficking victims for immigration violations, Lao police and local officials on occasion arrested and fined Lao citizens returning from Thailand in spite of official pronouncements to end this practice. The central government made minimal efforts to distinguish trafficking victims from returning illegal migrants, although it made limited efforts to educate provincial and district-level officials on the need to protect these victims. The Lao Government continued to refer victims to NGOs and international organizations that run programs providing more thorough protection for victims of trafficking. The Ministry of Labor and Social Welfare (MLSW) also continued its program to repatriate women returning from prostitution or forced labor and operated a processing center for victims. With heavy donor assistance, the Lao Women's Union opened a shelter for victims of trafficking and domestic violence in early 2006.

Prevention

The Lao Government, in cooperation with NGOs, continued to raise awareness in the state-controlled media on the dangers of trafficking. The government does not fund any anti-trafficking

prevention measures, in part because of a lack of resources. The MLSW, with NGO funding, has run television and radio educational campaigns warning of the dangers of trafficking. The MLSW also continued to conduct a radio project designed to raise awareness of trafficking and HIV/AIDS among ethnic minorities in conjunction with an international organization. The Ministry of Education integrated some anti-trafficking information into school curricula, but the effort was not widespread or sustained.

LATVIA (TIER 2)

Latvia is a source and, to a lesser extent, a transit country for women and some children trafficked for the purpose of sexual exploitation. Latvian women are trafficked to Germany, Spain, the U.K., and Norway. Women from Lithuania are transited through Latvia to Western Europe. In one instance, seven possible trafficking victims from Somalia were intercepted en route to a Nordic country. The government acknowledged reports that the number of trafficking victims in Latvia continued to increase over the last year.

The Government of Latvia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. While the government has continued to implement the provisions of its National Action Plan, a lack of political support from several ministries has constrained Latvia's overall progress in addressing trafficking. Convicted traffickers continued to receive low sentences, and assistance provided to victims by government institutions was inadequate. Latvia should train more judges and prosecutors on trafficking awareness. The government should also consider formalizing a mechanism for trafficking victims to request and receive social services and rehabilitation from government ministries.

Prosecution

Latvian law prohibits both sexual exploitation and non-sexual exploitation, although the law does not specifically criminalize labor exploitation. Internal trafficking is also criminalized. In 2005, law enforcement authorities investigated 23 trafficking cases, a decrease from 30 investigations in 2004. The Government of Latvia does not have centralized data on prosecutions separate from convictions. The courts increased trafficking convictions in 2005; one person was convicted of trafficking and 28 people were convicted of recruiting victims of trafficking for sexual exploitation abroad. Although the law provides for sufficient penalties to deter trafficking, the courts continued to administer relatively low prison sentences. During the reporting period, one person was sentenced to eight years in prison, five people were sentenced to less than five years in prison, and 14 people had property confiscated as a penalty. Approximately 160 judges and prosecutors participated in a five-part training course on trafficking to raise awareness and improve their understanding of the severe nature of human trafficking.

Protection

The government made some efforts to improve victim assistance and protection over the past year. Police and municipal social workers referred victims to NGO shelters. Although cooperation among NGOs in Riga improved during the reporting period, more should be done to encourage authorities in other cities to enhance their collaboration with NGOs, which provide the majority of victim assistance and rehabilitation. The police had no requests for witness protection from trafficking victims. The

Ministry of Interior worked closely with local NGOs and international organizations to develop and implement the anti-trafficking project “Open Labor Market for Women.” In accordance with the project, the ministry monitors all government institutions involved in victim assistance in an effort to improve the victim referral process and quality of victim care. The Ministry of Welfare has allocated funding in the 2006 budget to train more than 100 government and NGO specialists in providing victim rehabilitation services.

Prevention

Although the government failed to establish an independent anti-trafficking information and education campaign, government officials supported NGOs working on trafficking prevention by attending NGO trainings and speaking at trafficking events. High school teachers participated in several trafficking prevention training sessions. The Riga City Police created a new anti-child prostitution taskforce mandated to prevent the involvement of minors in prostitution. The Border Guard is scheduled to begin a new operation in April 2006 that will trace unusual travel patterns of foreign nationals across Latvian borders; it is believed this will help detect trafficking routes and identify potential victims.

LEBANON (TIER 2)

Lebanon is a destination country for the trafficking of Asians and Africans—primarily women—for domestic servitude, and possibly for Eastern European women trafficked for sexual exploitation. Women from Sri Lanka, Malaysia, Indonesia, the Philippines, Somalia, and Ethiopia enter Lebanon legally, but often find themselves subjected to conditions of involuntary servitude as domestic servants. An undetermined number of the domestic servants suffer physical and sexual abuse, non-payment of wages, and withholding of passports that confines them to the employer’s home. In 2005, the government and NGOs who work in this area reported less than 100 cases of abused foreign workers; experts, however, estimate that the true incidents of migrant worker abuse are considerably higher. Eastern European women come to Lebanon on “artiste” visas to work as adult entertainers, but may become victims of involuntary sexual servitude.

The Government of Lebanon does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to refer abused domestic workers to a shelter run by a local NGO. In 2005, the government closed 10 employment recruitment agencies for violations of workers’ rights, including physical abuse. Lebanon should enact a comprehensive law to specifically criminalize trafficking offenses and significantly increase criminal prosecutions of abusive employers and sex traffickers.

Prosecution

Over the last year, the Government of Lebanon did not significantly improve its inadequate record of prosecution of traffickers for domestic servitude or commercial sexual exploitation. Lebanon lacks a specific anti-trafficking law, although it can use other sections of the criminal code to prosecute traffickers. The government reported no prosecutions or convictions for trafficking offenses, despite numerous complaints of abuse of foreign workers. Expatriate workers are not encouraged to participate in trials, and often return to their countries of origin prior to completion of trials. Under administrative laws, the Ministry of Labor closed down 10 recruitment agencies for

violations of workers' rights, including physical assault. In addition to enacting a comprehensive anti-trafficking law and increasing prosecutions of traffickers, Lebanon should also better regulate employment agencies that knowingly provide false information regarding wages and conditions to prospective employees.

Protection

During the year, the Government of Lebanon took several steps to improve protection of trafficking victims. Lebanon signed a memorandum of understanding with a local NGO to operate a shelter for trafficking victims, which provides medical, psychological, and legal services. The government has also permitted social workers from this NGO to screen trafficking victims in the government holding center for illegal workers and to provide legal aid during judicial interviews. Additionally, the Ministry of Justice and Surete Generale, the Lebanese security service responsible for migrant workers, conducted a two-week course, in conjunction with the International Organization of Migration, to train 32 officers in the most effective means to combat trafficking.

Due to mistreatment of foreign workers who are unable to leave abusive employers under the sponsorship system – which makes a worker very dependent on his or her Lebanese sponsor or employer – the government began allowing workers to change their employers; this change, however, is contingent upon the worker obtaining a release paper from the current employer, a step many employers may be unwilling to take. Although the officers of Surete Generale in some cases convinced suspect employers to grant this release, Lebanon should consider reforming the system to allow migrant employees the flexibility to switch employers without this requirement. The government should also assist those migrant workers who wish to file charges against abusive employers and provide them the means to remain in Lebanon until the legal process has run its course.

Prevention

Lebanon made modest progress to prevent trafficking in persons over the year. Notably, the government signed a Protocol of Understanding with the Sri Lankan Ministry of Labor to establish education centers for domestic workers destined for Lebanon. The government also distributed booklets and brochures on workers' rights and recourses under Lebanese law, although some NGOs claim that these public awareness materials are not sufficiently disseminated. Lebanon should continue to work with IOM to expand the anti-trafficking training for law enforcement officials.

LIBYA (TIER 2 WATCH LIST)

Libya is a transit and destination country for men, women, and children from sub-Saharan Africa and Asia trafficked for forced labor and sexual exploitation. Many victims willingly migrate to Libya en route to Europe with the help of smugglers, but may be forced into prostitution or to work as laborers and beggars to pay off their \$800-\$1,200 smuggling debt. Laborers from Egypt, Sudan, and Ethiopia are also reportedly trafficked to Libya for the purpose of labor exploitation. Although precise figures are unavailable, trafficking victims are believed to be among the nearly 1.5 million illegal migrants in Libya.

The Government of Libya does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Libya is placed on the Tier 2 Watch

List for its lack of evidence of increasing efforts to address trafficking in persons over the last year. Libya provided no evidence of any investigations or prosecutions for trafficking offenses. In addition, the government continues to summarily deport illegal migrants without adequate screening to determine whether any are victims of trafficking. Libya should take steps to articulate a national anti-trafficking plan of action, increase investigations and prosecutions of trafficking crimes, institute an effective screening mechanism to distinguish trafficking victims from illegal migrants, and provide protection services to victims of trafficking.

Prosecution

Over the year, Libya demonstrated limited law enforcement initiatives to combat trafficking in persons. The government provided no data on investigations, prosecutions, convictions, or sentences for trafficking offenses in 2005. In 2006, Libyan border patrol cooperated with Italian police to interdict a 33-person gang accused of trafficking and smuggling illegal immigrants, but reported no trafficking prosecutions resulting from these arrests. Authorities also prevented over 40,000 illegal migrants from entering Libya or traveling from Libya to Europe, although it is unclear how many of these men, women, and children are victims of trafficking. In August 2005, Libya reportedly signed an agreement with IOM to formulate a counter-smuggling plan of action, with future initiatives to include training of government officials and police on anti-trafficking measures. The government should take steps to enact a comprehensive anti-trafficking law, significantly increase prosecutions of traffickers, and institute a screening mechanism to adequately distinguish trafficking victims from the large population of illegal migrants deported every year.

Protection

Libya did not report providing protection to victims of trafficking this year. Trafficking victims, often intermingled with illegal migrants, are deported without receiving medical, psychological, or legal aid. Women found engaging in prostitution, including victims of sex trafficking, are imprisoned, prosecuted, and if foreign, deported. Women who file claims of sexual assault are generally taken into protective custody, which often amounts to detention; as such, victims of sex trafficking are deterred from making complaints for fear of imprisonment. Libya should refrain from punishing victims of trafficking for acts committed as a result of their being trafficked and should significantly improve the protective services offered to them, including providing repatriation aid and alternatives to deportation to countries where they may face retribution.

Prevention

During the year, Libya took minimal action to prevent trafficking in persons. The government cooperated with Italian authorities to stem the smuggling of illegal migrants into Italy and other parts of Europe, but no efforts focused specifically on preventing human trafficking. The government should consider establishing a broad public education program to raise awareness on the dangers of trafficking.

LITHUANIA (TIER 1)

Lithuania is a source, transit, and destination country for women and children trafficked for the purpose of sexual exploitation. Commercial sexual exploitation of children is a significant problem. Official and NGO sources estimate that between 10 and 20 percent of persons working

in prostitution are under the age of 18. Data collected by Europol indicates that more than 1,200 Lithuanian women are trafficked abroad annually, although NGOs claim higher estimates. One-third of Lithuanian victims are trafficked to the United Kingdom. Lithuania also serves as a transit point and destination for victims trafficked from Belarus, Russia (Kaliningrad region), and Ukraine.

The Government of Lithuania fully complies with the minimum standards for the elimination of trafficking. During the reporting period, the government significantly increased trafficking convictions, increased financial support to NGOs, strengthened its criminal code on trafficking, and established a specialized anti-trafficking police unit. Despite government efforts, sex trafficking remains a serious problem in Lithuania. The IOM also documented an increase in child trafficking following Lithuania's accession to the European Union, based on the number of victims under the age of 18 that it assisted. To sustain and build on its anti-trafficking efforts, the government should increase the number of trainings for law enforcement officials and prosecutors so they may possess the necessary skills to successfully convict traffickers. In addition, an official victim screening and referral mechanism should be put in place to assist in the transfer of victims from the police to NGOs. Judges should also be given trafficking awareness training in order to prevent traffickers from receiving low or suspended sentences.

Prosecution

The Government of Lithuania continued to improve its law enforcement efforts. In 2005, authorities initiated 32 trafficking investigations, an increase from 22 in 2004. Authorities conducted 18 prosecutions involving 43 defendants, up from 16 prosecutions in 2004. Twenty traffickers were convicted in 2005, an increase from 14 convictions in 2004. Despite this progress, the number of convicted traffickers serving time in prison remained low; nine traffickers served time in prison, seven convicted traffickers received suspended sentences, two traffickers received amnesty, and two received fines. In 2005, law enforcement officials cooperated in 172 international trafficking investigations. Lithuania amended its criminal code to expand the definition of human trafficking and strengthen statutory penalties.

Protection

The Lithuanian Government continued to improve its efforts to protect victims of trafficking. It increased its total funding to NGOs working to provide victim assistance from \$90,000 in 2004 to \$137,000 in 2005; it provided funding to 11 NGOs that assisted more than 300 trafficking victims during the reporting period. Local municipalities provide social, psychological, and legal assistance to victims. The witness protection program assisted a small number of trafficking victims, but officials agreed that more funding for the program is needed.

Prevention

Lithuania continued to make progress in trafficking prevention. The government cooperated with NGOs and IOM on trafficking outreach and information programs directed toward at-risk groups, potential trafficking victims, and the procurers of prostitution. Posters and billboards about the dangers of trafficking were displayed in public areas and some schools conducted class discussions about trafficking. Although not part of the formal school curriculum, more than 3,800 at-risk youths attended government and NGO-organized trafficking prevention events including lectures, school discussions, and film viewings. Parliament also passed new legislation that addresses demand by criminalizing the buying of sex.

LUXEMBOURG (TIER 1)

Luxembourg is a destination country for women trafficked transnationally for the purpose of sexual exploitation. In 2005, Luxembourg officials uncovered a trafficking network moving victims from Brazil to France, Switzerland, and Luxembourg. In part due to its small size, Luxembourg has a modest trafficking challenge.

The Government of Luxembourg fully complies with the minimum standards for the elimination of trafficking. The government improved its law enforcement awareness and inter-agency cooperation in response to trafficking cases in 2005. The government should develop and institutionalize a screening mechanism to increase identification of trafficking victims among women found in prostitution in Luxembourg. The government should consider launching a demand-oriented campaign to educate potential clients about trafficking and its links to prostitution. Aggressive prosecution and sentencing is needed to deter future acts of trafficking in Luxembourg.

Prosecution

The Government of Luxembourg took steps to improve its anti-trafficking law enforcement response in 2005 and launched two new trafficking investigations. Although the government charged five suspects in 2004 for trafficking women using “artiste” visas, the case has yet to be prosecuted. In 2005, the government conducted specialized training to educate police, immigration officials, and NGOs on recognition and identification of trafficking victims. The government drafted comprehensive legislation to cover all forms of trafficking during the reporting period. In 2005, it continued to utilize laws against sexual exploitation and organized crime to investigate and charge traffickers. In 2005, the government created a police unit to address drug trafficking and potential related human trafficking among West African asylum seekers. There was no evidence of trafficking-related corruption among Luxembourg public officials.

Protection

The Government of Luxembourg increased its efforts to protect trafficking victims in 2005. The government continued to fund two local NGOs that provided shelter and assistance to vulnerable women, including trafficking victims, in 2005. During the reporting period, police identified and referred 11 victims of trafficking to the government-funded NGO shelters. Ten Brazilian women, initially arrested as illegal migrants, were later identified by police as trafficking victims and referred to an NGO for shelter and assistance. The government did not, however, develop a formal screening and referral mechanism during the reporting period. Ministry of Foreign Affairs officials reportedly considered the warning signs of trafficking when interviewing and investigating asylum seekers. The government did not punish victims of trafficking for unlawful acts that were a direct result of their being trafficked.

Prevention

In 2005, the government increased its official awareness and recognition of trafficking. Officials monitored Luxembourg’s commercial sex establishments for illegal activity and trafficking during the reporting period. While the government did not have an institutionalized working group to address trafficking, relevant agencies and NGOs continued to meet on an ad-hoc basis, and a Ministry of Justice official continued to serve as principal point of contact on trafficking cases.

MACAU (TIER 2 WATCH LIST)

Macau is a transit and destination territory for women trafficked for the purpose of commercial sexual exploitation. While there have been few documented cases of trafficking in Macau in recent years, evidence suggests there may be other victims who are afraid, unable, or unwilling to come forward. Most females in Macau's sizeable sex industry come from the interior regions of the P.R.C or Mongolia, though a significant number also come from Russia, Eastern Europe, Thailand, and Vietnam. The majority of women in Macau's prostitution trade appear to have entered Macau and the sex trade voluntarily, though there is evidence that some are deceived or coerced into sexual servitude, often through the use of debt bondage. Press reports and NGOs state that some women live in poor conditions under threats of violence and coercion. The Russian Consulate in Hong Kong estimates that up to 200 Russian women are in Macau on tourist visas at any given time engaging in prostitution, and NGOs in Russia have information that some of these women are trafficking victims. Similarly, an estimated 200-300 Mongolian women are estimated to be in prostitution in Macau at any given time. Organized criminal syndicates are reportedly involved in bringing women to Macau. Fear of reprisals from these groups may prevent some women from seeking help.

Macau does not comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Macau is placed on Tier 2 Watch List for its failure to show evidence of increasing efforts to address trafficking over the past year. The government has undertaken steps to combat potential trafficking. Despite the government's belief that trafficking is not a significant problem in the territory, the presence of large numbers of prostituted women from the P.R.C., Russia, Mongolia, Eastern Europe, Thailand, and Vietnam raises concerns that a significant number of them are victims of trafficking and in need of assistance. To this end, the government should undertake greater efforts to investigate and identify trafficking victims.

Prosecution

The Macau Government's efforts to combat trafficking through law enforcement means over the past year were inadequate. Macau has no law that specifically addresses trafficking of persons into Macau, though it does have other statutes that are used to prosecute traffickers. The government convicted several people over the past year for violations of Macau's "procurement" statutes involving low-level trafficking-related crimes. However, despite press reports of trafficking during the year, law enforcement officials did not aggressively investigate accusations of trafficking in Macau's many brothels and casinos. Officials generally maintain that trafficking is not a significant problem in Macau and, therefore, do not see the need to devote greater resources to investigating the problem.

Protection

There are no separate government assistance programs for victims of trafficking and no NGOs focused specifically on trafficking-related issues. Government officials believe that existing programs are sufficient to aid potential victims given the small scope of the problem. The government operates social service programs for abused women and there are also a small number of NGOs in Macau that provide assistance to any individual in need, including trafficking victims. Macau does require labor contracts for migrant workers. Although government officials maintain that these contracts sufficiently spell out the terms and conditions of employment and they have received no complaints that these contracts have been breached, they also recognize that many may be too frightened to complain to police for fear of retribution.

Prevention

There are no prevention campaigns in place to inform women in prostitution of trafficking issues and to advise them on where to obtain help if they are victims of trafficking.

MACEDONIA (TIER 2)

Macedonia is a source, transit, and, to a lesser extent, destination country for women and children trafficked for the purpose of sexual exploitation. Some Macedonian victims are trafficked internally within the country. Victims also originated from Moldova, Albania, and to a lesser extent Romania and Bulgaria. Traffickers moved victims through the country en route to Serbia and Montenegro and Kosovo, Albania, and Western Europe.

The Government of Macedonia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government demonstrated increasing progress in its anti-trafficking efforts in 2005. In March 2006, the government formally adopted a National Action Plan and Strategy to combat trafficking in persons and adopted important witness protection legislation. While the government took some steps to provide legal safeguards for victims and witnesses, it must fully implement the law on witness protection to reduce threats and acts of intimidation made to victims in courtroom settings. The government should increase funding and logistical support to NGOs providing protection and assistance to trafficking victims throughout the country, and ensure that traffickers receive sentences that are consistent with the heinous nature of the offense and sufficiently strong to serve as a deterrent to future crimes.

Prosecution

While the government did not vigorously enforce its anti-trafficking laws in all cases in 2005, it showed improvement in its overall prosecution record. Although the government and NGOs reported a downward trend in trafficking in 2005, the government significantly increased the number of cases prosecuted. In 2005, the courts prosecuted 35 cases involving 80 defendants, compared to 22 cases in 2004. The government secured the convictions of 22 traffickers, with sentences ranging from three to nine years; eight prosecutions ended in acquittals, although the government appealed the acquittals in several of these cases.

Notably, in 2005, the government removed the presiding judge in the case of convicted trafficker Dilaver Bojku-Leku, for failing to impose a sentence. A new judge sentenced Bojku to one year and two months for “mediation in prostitution.” This, along with his original three year and eight month sentence from another case, increased his total sentence to four years and 10 months. Some trafficking suspects continued to be acquitted, despite overwhelming evidence of their involvement in trafficking. Serious concerns over instances of judicial corruption continued in 2005.

In 2005, the government imposed sanctions on some officials for trafficking-related complicity. A Macedonian court sentenced a police officer in Gostivar, previously discharged from the Ministry of Interior in 2003 after allegations of involvement in trafficking, to two months in prison for misuse of official position and “mediation in prostitution.” In addition, during the reporting period, the government arrested a police chief in Gevgelija for complicity in smuggling illegal migrants,

including suspected trafficking victims. In 2005, the government created a Special Prosecutor's Office (SPO) in the Office of Organized Crime in the Ministry of Justice to improve its overall trafficking enforcement. The SPO actively assisted law enforcement counterparts to prosecute a case in Ukraine during the reporting period.

Protection

The Government of Macedonia improved protections for victims of trafficking during the reporting period. In May 2005, the government passed important witness protection legislation to provide resources and improve safeguards for victims who agree to serve as government witnesses. While it did not provide funding to NGOs providing assistance to victims, the government continued to support its shelter transit center run by IOM. A second shelter run by a local NGO also is operational and provides services to victims of Macedonian origin. Police continued to provide 24-hour protection to the IOM-run trafficking shelter; the other shelter uses private security services. Victims who did not meet IOM criteria for placement in the IOM-run transit shelter were given alternate shelter arrangements in the second shelter. The two shelters provided protection and assistance to 12 trafficking victims during 2005. The Interior Ministry provided support and protection to 15 victims who returned to Macedonia to testify in trafficking cases in 2005. The government created a centralized national referral system for trafficking victims in 2005 to coordinate the identification and assistance for victims and to create a national referral network throughout Macedonia.

Under Macedonian law, trafficking victims may be granted refugee or asylum status. The government identified eight victims in 2005, a significant decrease from the previous year. The Border Police cooperated with the government's anti-trafficking unit on trafficking cases identified at the border, informally referring victims. However, according to a 2005 report by IOM, foreign victims generally did not cross at legal border crossings, but instead crossed undetected into Macedonia. The new centralized referral system may improve identification and protection of foreign victims, but they remain vulnerable to deportation.

Prevention

While the National Commission for Combating Trafficking, established in 2001, did not provide strong leadership for the government's anti-trafficking efforts in 2005, adoption of a National Action Plan and Strategy in early 2006 provided a concrete road map to fight trafficking and demonstrated commitment to improve prevention and awareness activities. The government continued to rely on NGOs to carry out most prevention and awareness programs, providing only minimal, non-financial support. Throughout 2005, the government conducted or supported specialized training programs for judges, prosecutors, police, and social workers, many of them focusing on prevention of trafficking and identification of actual or potential victims. The Ministry of Labor and Social Policy organized a series of training sessions for social workers from all 27 social centers in the country. To date, the Ministry has trained 58 professionals.

MADAGASCAR (TIER 2)

Madagascar is a source country for children trafficked internally for sexual exploitation and forced labor. A sex tourism problem exists in the coastal cities of Tamatave and Nosy Be, with a

significant number of children, mostly girls between the ages of 13 and 18, engaged in prostitution; some were recruited in the capital under false pretenses of employment as waitresses and domestic servants before being forced into prostitution. A network also appears to traffic young girls to the capital for prostitution; cases of encouragement or facilitation by family, taxi and rickshaw drivers, friends, or traditional procurers were reported. Children may be trafficked from rural areas for forced work in salt and gemstone mining, loading fruit onto trucks, or as domestic servants.

The Government of Madagascar does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Madagascar's efforts to prevent trafficking make it a leader among sub-Saharan African nations in this area. The government should improve its record keeping of criminal court cases to enable the compilation of specific anti-trafficking statistics and work toward the passage of a comprehensive anti-trafficking law.

Prosecution

The Government of Madagascar made little progress in its anti-trafficking law enforcement efforts over the last year. There were no reported prosecutions or convictions of trafficking crimes. Existing laws prohibit forced labor and slavery, but domestic statutes on the subject of child commercial sexual exploitation are inconsistent, particularly with respect to age. In September, the president announced the development of a strict law against the sexual exploitation of minors and warned foreigners with "bad intentions" not to visit Madagascar. The Ministry of Justice began drafting a comprehensive anti-trafficking bill that it intends to present to parliament in 2006. Police in the capital continued to enforce existing laws barring minors from nightclubs, sending arrested minors to special children's courts and placing some in protective care; police outside of the capital continued to lack the vehicles needed to regularly undertake such operations. With assistance from UNICEF, the government offered specialized training for 60 police officers on how to recognize, investigate, and prosecute instances of trafficking. Police used this training to apprehend a number of foreign nationals suspected of trafficking crimes, including pimping minors. Malagasy authorities worked with a foreign embassy on collecting the evidence necessary to prosecute a foreign national engaged in child sex tourism. Parents and low-level police officers are suspected of accepting bribes from foreigners to ignore instances of child sex tourism.

Protection

The government continued its significant efforts to assist trafficking victims, rescuing over 70 victims of forced child labor and commercial sexual exploitation during the year. Children under 15 years of age were enrolled in school, and older children received vocational training and employment in export processing zones. In 2005, a second welcome center — where child victims receive shelter, counseling, and training — opened in Tamatave and ground was broken on a third in Tulear. With UNICEF assistance, the Ministry of Population provided technical assistance to nine child protection networks made up of government institutions, law enforcement officials, and NGOs that provided counseling and rehabilitation to children in prostitution and forced labor. For example, 20 children in prostitution received counseling and training in hotel management in Tamatave. There is little capacity, either within the government or civil society, to provide further services.

Prevention

Awareness of human trafficking continued to increase in Madagascar through a series of aggressive information campaigns. The government continued to implement the national anti-trafficking action

plan, and systematically monitored its efforts through the President's Inter-Ministerial Anti-Trafficking Committee. The Ministry of Education conducted 181 training sessions for middle school students on combating child sexual exploitation, labor, and trafficking. The Ministry of Tourism conducted anti-trafficking information campaigns at 16 festivals and tourist events throughout the year. The government placed 22 articles in the national press and continued to present dramas on the dangers of child prostitution in local dialects. The Ministry of Population hosted eight sexual awareness programs in public schools and distributed 2,000 brochures on child rights in Tamatave province, as well as 3,000 stickers on child sexual exploitation. In 2005, the Ministry of Labor hosted workshops in Tulear and Diego Suarez to define regional strategies for combating child labor; the strategies were published in October.

MALAWI (TIER 1)

Malawi is a country of origin and transit for men, women, and children trafficked for the purposes of forced labor and sexual exploitation. Trafficking victims, both children and adults, are lured into exploitative situations by offers of lucrative jobs within Malawi or in South Africa. Children are trafficked within the country for forced agricultural labor. Women in prostitution reportedly draw underage children into prostitution. Anecdotal reports indicate that child sex tourism may be occurring along Malawi's lakeshore.

The Government of Malawi fully complies with the minimum standards for the elimination of trafficking. Despite limited resources, Malawi made significant progress in 2005, particularly in the areas of prosecuting traffickers and educating the public to recognize human trafficking. To further enhance its anti-trafficking efforts, the government should take steps toward the passage of comprehensive anti-trafficking legislation, and expand the provision of training offered to local law enforcement officials in recognizing and investigating trafficking.

Prosecution

Malawi's anti-trafficking law enforcement efforts significantly increased during the reporting period. Existing laws cover the full scope of trafficking in persons, though specific criminal statutes covering forms of trafficking are not well understood by prosecutors and judges, presenting a significant challenge to effective prosecutions. The Malawi Law Commission submitted to the Ministry of Justice a draft law that specifically criminalizes child trafficking and, in February 2006, trained judges on child trafficking and highlighted existing laws to be used to effectively prosecute such cases. During the year, the government prosecuted and convicted 13 traffickers under applicable kidnapping and labor laws. In August, a Zambian man found guilty of trafficking 10 minors to work on a tobacco farm was required to compensate the victims and cover the cost of returning them to their home villages; the lack of a stiff prison sentence generated significant public outrage. This outcry, accompanied by effective inter-ministerial cooperation, led to the September 2005 arrest, conviction, and sentencing to seven years of hard labor of three child traffickers apprehended along the Malawi-Zambia border. The Ministry of Labor reported nine additional cases in which employers, mostly farm owners, were convicted of forced child labor and required to pay fines. Labor inspectors conducted inspections and compliance certifications of tea and tobacco estates, the most common violators of child labor laws. In 2005, border patrol and police officials throughout the country received

anti-trafficking training from government and NGO trainers, based on a manual developed by the Ministry of Gender and Child Welfare.

Protection

The government made appreciable progress in caring for trafficking victims and provided assistance commensurate with its limited resources and capacity. In March 2006, the government opened a drop-in center in Lilongwe to provide victims of trafficking and sexual violence with counseling, medical care, legal assistance, shelter, food, and vocational training. During the reporting period, the government conducted district-level meetings to educate 240 child protection officers, as well as social welfare workers, law enforcement, immigration officers, prosecutors, and judges, on how best to respond to trafficking and effectively prosecute cases using existing laws. Effective inter-ministerial cooperation produced the return of internal trafficking victims to their home districts. This process involved the Ministry of Gender's community-based volunteers in providing reintegration assistance, including medical care and business training. In partnership with NGOs and UNICEF, a government center provided counseling, rehabilitation, and reintegration services for abused and exploited children, including those involved in prostitution, in the southern region.

Prevention

Malawi expanded its information campaign to prevent trafficking and raise public awareness. With support from international donors, the government produced and distributed 10,000 posters and 20,000 pamphlets to schools, district social welfare agencies, hospitals, and youth clubs to educate the public on various forms of child trafficking and abuse. The government published its new National Code of Conduct on Child Labor in newspapers and distributed it to farm owners. The government also conducted awareness campaigns to address the root causes of trafficking. During the reporting period, the Ministry of Gender launched a long-term national action plan for the protection of orphans and vulnerable children that includes elements of anti-trafficking awareness and prevention.

MALAYSIA (TIER 2 WATCH LIST)

Malaysia is a destination, and to a lesser extent, a source and transit country for men and women trafficked for the purposes of sexual exploitation and forced labor. Foreign trafficking victims, mostly women and girls from the People's Republic of China (P.R.C.), Indonesia, Thailand, the Philippines, and Vietnam are trafficked to Malaysia for commercial sexual exploitation. Some economic migrants from countries in the region who work as domestic servants and as laborers in the construction and agricultural sectors face exploitative conditions in Malaysia that meet the definition of involuntary servitude. Some Malaysian women, primarily of Chinese ethnicity, are trafficked abroad for sexual exploitation.

The Government of Malaysia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Malaysia is placed on Tier 2 Watch List for its failure to provide evidence of increasing efforts to combat trafficking, particularly its failure to provide protection for victims of trafficking. The Malaysian Government needs to demonstrate clearer political will to tackle Malaysia's significant sex and labor trafficking problems; its leaders have yet to articulate publicly a comprehensive policy for addressing trafficking. Some

commitments made by Malaysian officials in 2004 and 2005 went unfulfilled. Although Malaysia has criminal statutes that allow it to punish elements of trafficking, Malaysia lacks comprehensive anti-trafficking legislation that would enable officials to identify and shelter victims and to prosecute traffickers under a single criminal statute. The Government did not establish a government-run shelter for foreign trafficking victims that the Minister for Women, Family and Community Development announced publicly in December 2004. The government continued to arrest, incarcerate, and deport foreign trafficking victims. A national action plan on trafficking drafted by the National Human Rights Commission (Suhakam) and published in early 2005 has not been adopted. The Malaysian Government must take measures to enact comprehensive anti-trafficking legislation, strengthen its law enforcement efforts against traffickers and any public officials who may be involved in trafficking, implement policies and practices that recognize trafficked men and women as victims, and provide protection for trafficking victims. The government should provide training to law enforcement officials who come into contact with at-risk populations — such as undocumented migrant laborers and foreign women in prostitution — to enable them to identify and care for victims of trafficking.

Prosecution

The Malaysian Government made limited efforts to investigate and prosecute trafficking cases in 2005. Malaysia does not have a law that specifically addresses trafficking in persons. The Malaysian Government uses existing laws, including the Penal Code to prosecute traffickers. Malaysian law criminalizes most of the acts involved in severe forms of trafficking and carries penalties of up to 15 years' imprisonment. During 2005, 15 individuals were convicted under the Penal Code. During the first nine months of 2005, Malaysian law enforcement arrested over 4,600 foreign females for prostitution. According to interviews conducted by Suhakam in previous years, a significant number of these are women who were probable trafficking victims; hundreds of minor girls were also found in detention. Malaysia does not have a witness protection program that would encourage victims to testify against the criminal syndicates that are responsible for much of the trafficking. There were no reported investigations or prosecutions of officials for trafficking-related corruption.

Protection

During the reporting period, the Malaysian Government provided minimal assistance to victims of trafficking. The government provides no shelter, care, counseling, or rehabilitation specifically for victims of trafficking. The government does not fund NGOs specifically to provide services to trafficking victims, although it does fund NGOs that provide services to trafficking victims as part of a broader mandate. The government has not fulfilled its December 2004 commitment to open a dedicated shelter for foreign trafficking victims. Malaysian law does not codify the difference between trafficking victims, illegal migrants, and asylum seekers. Because Malaysian law enforcement officials often lack the training and language skills required to screen trafficking victims from illegal migrants, foreign trafficking victims are often not recognized as victims and are treated as immigration offenders. Foreign trafficking victims, including those who agreed to cooperate in prosecutions, were placed in overpopulated and unsanitary conditions in immigration detention centers to await deportation. The Malaysian Government has not yet implemented a formal screening process to identify trafficking victims. The government provided training for some of its higher-ranking officials but there was no systematic training program to sensitize front-line police and immigration officers on trafficking.

Prevention

Malaysia supports some trafficking prevention programs. Efforts to prevent trafficking through public awareness or education campaigns were conducted primarily by the Malaysian Chinese Association (MCA), a political party in the governing coalition. The MCA continued to publish warnings about trafficking in its Chinese language publications, make public statements to caution potential victims about overly lucrative job offers abroad, and hold periodic press conferences highlighting the plight of returned Malaysian trafficking victims.

MALI (TIER 2)

Mali is a source, transit, and destination country for women and children trafficked for the purposes of forced labor and sexual exploitation. Women and girls are trafficked for domestic servitude and sexual exploitation, and boys are trafficked for work in rice fields, gold mines, and for begging. The majority of victims are trafficked internally, often from central regions to southeast and urban zones. Available information indicates a recent increase in trafficking between Mali and Burkina Faso, Guinea, Senegal, and Mauritania and a decrease in trafficking from Mali to Cote d'Ivoire. Malians are also trafficked to Libya and Europe.

The Government of Mali does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To strengthen its efforts to combat trafficking, Mali should expand its trafficking statute to prohibit the trafficking of adults as well as children. Mali should also increase efforts to arrest and prosecute traffickers.

Prosecution

Mali continued to make limited law enforcement efforts to combat trafficking during the reporting period. While child trafficking is punishable by five to 20 years' imprisonment under Malian law, there is no law prohibiting the trafficking of adults. The government prosecuted two trafficking cases during the reporting period. One of these cases involved the trafficking of five children by two Congolese nationals and one Malian in 2004. While one of the Congolese suspects escaped, the other received a two-year suspended sentence. Charges against the Malian suspect were dropped. Most trafficking investigations begun in 2004 still remain open. Mali signed a bilateral anti-trafficking agreement with Guinea in June 2005 and a multilateral regional agreement with eight other West African nations in July 2005.

Protection

The Government of Mali continued modest efforts to protect trafficking victims during the reporting period, despite limited resources. While the government does not operate its own victim shelters, it does provide some assistance to NGO shelters in Sikasso and Mopti. During the year, the government worked closely with international organizations and local NGOs to repatriate 17 child victims to Mali from Senegal and Cote d'Ivoire. Between 2002 and 2005, 682 rescued children received temporary care in transit centers before being returned to their families.

Prevention

Mali continued to make significant efforts to raise awareness about trafficking during the reporting period, despite limited resources. The anti-trafficking department of the Ministry of the Advancement

of Women, Children and the Family (MPFEF) conducted an assessment of the role and impact of the 286 community surveillance committees the government established in prior years. Based on the results of this assessment, the MPFEF organized workshops in Sikasso, Mopti, and Bamako to increase the capacity of these committees to identify cases of trafficking. The MPFEF also completed a project to translate the Malian Child Protection Code into seven local languages and drafted an action plan to address the sexual exploitation of minors. The Ministry of Territorial Administration and Local Collectivities organized a workshop promoting birth registration as a means of combating trafficking. The National Committee for the Fight Against Transnational Child Trafficking held its first meeting since its creation in 2000. The committee is drafting a work plan for 2006.

MALTA (TIER 2)

Malta is primarily a destination country for men and women trafficked for the purposes of sexual exploitation and forced labor. There is evidence that at least one person was trafficked to Malta from Serbia in 2005, and there were 30 to 40 victims of trafficking in 2004. Although there is not yet clear evidence that the number of identified trafficking victims exceeds 100, any number of victims is a cause for concern given Malta's relatively small size. Women are trafficked from Ukraine, Russia, and other countries in Eastern Europe to Malta for commercial sexual exploitation.

The Government of Malta does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, Malta suffered from an influx of illegal immigrants who arrive in Malta on boats intending to reach Italy; however, the vast majority of these smuggled immigrants are either economic migrants or political refugees. Most seek asylum status upon arrival in Malta. There is no concrete evidence of trafficking victims among this group; however, some of those who are granted protected status are vulnerable to forced labor and other forms of exploitation in Malta, especially in fields like construction. However, because the government does not systematically differentiate trafficking victims from illegal migrants, potential trafficking victims in Malta are not identified. The government should focus specifically on understanding better the nature of the trafficking problem and its inter-relationship with irregular migration. It should also consider taking proactive steps to train law enforcement personnel on victim identification techniques, including the key difference between trafficking and smuggling: exploitation. The misconception about force and consent, and smuggling and trafficking among government and law enforcement officials continued to hinder official recognition of the problem in Malta. The government should also take stronger measures to enforce the existing legal protections afforded protected migrants who enter the Maltese labor market.

Prosecution

The Government of Malta prosecuted two trafficking cases in 2005. In 2004 Maltese police arrested 13 Maltese men arrested for trafficking 30 to 40 women from Eastern Europe. During the reporting period, the government prosecuted all 13 traffickers. Some have been convicted and are appealing; judgment is pending on the others. Maltese law enforcement personnel conducted regular raids of commercial sexual exploitation sites in Malta, but potential trafficking victims found at these sites were not screened explicitly for trafficking. Only seven of the 239 individuals arrested on prostitution-related charges in 2005 were foreign nationals, a possible

indication that the 2004 crackdown had a deterrent effect. In 2005, the government of Malta cooperated with Russian law enforcement to investigate and arrest an agent procuring women to work in prostitution in Malta. In 2005, the government sentenced one police officer to three years in prison following a 2004 conviction for trafficking-related corruption. The government has yet to convict and sentence a former police officer in a 2004 case involving trafficking-related corruption; the investigation is ongoing.

Protection

The government of Malta did not screen for potential trafficking victims within its significant population of incoming illegal migrants in 2005. The government houses these migrants in refugee camps while addressing their asylum claims; the government's focus is primarily to provide sustenance. With regard to women in prostitution, NGOs and women's organizations which did not have actual contact with any victims reported the problem as more widespread and believe that some women in prostitution were in situations involving force, fraud, or coercion. The government did not report that it provided any assistance or protection to new trafficking victims in 2005.

Prevention

The government did not conduct any anti-trafficking awareness campaigns in 2005. However, it continued to maintain a 24-hour hotline for many types of victims, including possible victims of trafficking. Malta's NGO community reported the likelihood of trafficking within the refugee community and reported an overall lack of attention and resources to try to uncover the problem.

MAURITANIA (TIER 2 WATCH LIST)

Mauritania is a source and destination country for children trafficked for the purpose of forced labor. Mauritanian boys are trafficked within the country by religious leaders, called *marabouts*, for forced begging. These boys, called *talibes*, often work for up to 12 hours or more a day. Mauritanian girls are trafficked within Mauritania and to Mali for domestic servitude. Both adults and children are subjected to slavery-related practices rooted in ancestral master-slave relationships in isolated parts of the country where a barter economy exists.

The Government of Mauritania does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Mauritania is placed on Tier 2 Watch List for its failure to show evidence of increased efforts to combat trafficking, particularly in the area of law enforcement, over the last year. Mauritania failed to adequately identify and pursue cases of child domestic servitude and apply its anti-trafficking statute to such cases. To improve its anti-trafficking response, Mauritania should strengthen efforts to investigate and prosecute trafficking cases and provide protection for victims of involuntary domestic servitude.

Prosecution

The Government of Mauritania showed minimal progress in its law enforcement efforts, with only two investigations of child domestic servitude during the year. Mauritanian law prohibits slavery and trafficking in persons. In December 2005, the Ministry of Justice created a technical commission charged with implementing these laws. The Military Council also issued a decree

reinforcing the protection of children. The government hosted two workshops to train officials on how to identify, investigate, and prosecute trafficking cases. Despite these advances, during the reporting period the government conducted a weak investigation into allegations of two girls subjected to forced domestic labor and sexual abuse. Notwithstanding several reports that the girls were restricted from going to school, were not paid, and were abused, the government failed to consider them victims under the nation's anti-trafficking law.

Protection

The Government of Mauritania's efforts to care for victims of trafficking were mixed. It continued to demonstrate a solid commitment to protecting *talibe* trafficking victims and providing economic programs for former slaves, but it demonstrated insufficient efforts to protect trafficking victims in domestic servitude. In 2005, the government continued operating six centers in Nouakchott established in 2004, providing shelter, food, limited medical care, and job training for 1,037 indigent people, many of whom were *talibes*. The government continued providing economic development programs to vulnerable communities, specifically targeting regions with high concentrations of former slaves.

Prevention

The Government of Mauritania demonstrated significant efforts to raise awareness about trafficking over the last year. The government sponsored several informational fora to increase awareness of anti-trafficking laws and the rights of women and children working in large urban households. The government created a National Commission for Human Rights tasked with coordinating government efforts to prevent trafficking and formed a migration unit to address refugee trafficking. The government hosted two workshops for government officials and civil society representatives to publicize the anti-trafficking and labor law.

MAURITIUS (TIER 2)

Mauritius is a source country for children internally trafficked for the purpose of sexual exploitation. The scope of the trafficking problem is limited to children engaged in prostitution, though numbers of these child trafficking victims are estimated to be in the hundreds. Increases in prostitution are likely the result of school girls engaging in prostitution, possibly with the support of their peers. Other children may be introduced into prostitution through older female family members. Taxi drivers are reported to provide transportation and introductions to both the girls and the clients.

The Government of Mauritius does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To enhance its anti-trafficking efforts, the government should advance comprehensive anti-trafficking legislation, provide additional police training in detecting and responding to instances of trafficking in persons, and expand public awareness-raising efforts on the dangers of children engaging in prostitution.

Prosecution

Mauritius' anti-trafficking law enforcement efforts increased dramatically over the reporting period. In December, the National Assembly passed the 2005 Child Protection Bill which contained

comprehensive anti-child trafficking provisions. Funding was granted to increase the manpower and mobility of the Minors Brigade—the police unit responsible for investigating cases of children in prostitution—from five to 25 officers and from one to five vehicles. Despite these additional resources and more vigorous investigations, law enforcement experienced difficulty arresting traffickers. Police conducted numerous raids on clubs and bungalows in Grand Baie, a tourist area where children in prostitution are rumored to be present. During the arrests of females in prostitution, no children were found to be involved. Through other efforts, though, at least six individual perpetrators of child prostitution were arrested and prosecuted during 2005. However, in the absence of an anti-trafficking law at the time of their court appearances, they were prosecuted under lesser criminal offenses; the outcomes of these prosecutions are unknown. In late 2005, a prostitution and child pornography ring was uncovered; the police were unable to find any links to child prostitution. There were no reported investigations or prosecutions of public officials for complicity in trafficking during the reporting period.

Protection

Mauritius improved the publicizing of its available victim services. Although victim protection services are readily available in Mauritius, the government has been hindered, despite increased public awareness and notable law enforcement efforts, in actually providing services to significant numbers of victims by an inability to locate children in prostitution. During the period, it assisted 19 victims of child commercial sexual exploitation by providing counseling at a government-operated child drop-in center, and referred victims in need of housing to government-funded NGO shelters for abused children. The center promoted its services through bumper stickers, a toll-free number, and community outreach. To provide even greater protection for trafficking victims, a full-time social worker was hired in mid-2005 and placed at the drop-in center. The social worker conducted outreach in the community and in schools, as well as provided counseling to troubled youth. Without a substantial number of identified trafficking victims, the government cannot justify opening a dedicated shelter.

Prevention

The government continued implementation of a national plan of action against child commercial sexual exploitation that included outreach in schools, economic programs to assist impoverished women and children, and training for law enforcement and community leaders. It also funded local NGOs to provide education and public awareness programs on the subject of child commercial sexual exploitation. For instance, one NGO launched anti-prostitution programs in schools, targeting girls who may be exploited in prostitution as a result of their desire for extra spending money rather than as a result of poverty. During the period, collaboration meetings were held between the government, civil society, and NGOs on the problem of child commercial sexual exploitation.

MEXICO (TIER 2 WATCH LIST)

Mexico is a source, transit, and destination country for persons trafficked for sexual exploitation and labor. The vast majority of trafficking in the country involves Central Americans who are trafficked along Mexico's southern border. Trafficking to Mexico also occurs from South America, the Caribbean, Eastern Europe, Africa, and Asia. Women and children are trafficked from Mexico's

poorest rural regions to urban centers and tourist areas for sexual exploitation, often through fraudulent offers of employment or through threats of physical violence. Child sex tourism in Mexico remains a problem, mainly in the border and tourist areas. Women are also trafficked into Mexico's sex trade as well as trafficked via Mexico into the United States' illegal sex trade under false pretenses by organized criminal networks. The Mexican trafficking problem is often conflated with alien smuggling, although frequently the same criminal networks are involved. Pervasive corruption among state and local law enforcement often impedes investigations.

The Government of Mexico does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Government of Mexico remains on Tier 2 Watch List for the third consecutive year based on future commitments of the government to undertake additional efforts in prosecution, protection, and prevention of trafficking in persons. Further, the placement is due to the failure of the government to provide critical law enforcement data. Even though there were some key deficiencies in the government's efforts over the reporting period, some progress was made, and implementation will be important over the coming year. The Mexican Senate unanimously passed comprehensive anti-trafficking legislation; the Chamber of Deputies has yet to vote on the bill. Nonetheless, the Inter-institutional Working Group on Trafficking is now under the control of the Preventive Federal Police (PFP) which will dedicate 140 agents to investigating trafficking cases and it will create a database to track future cases. While Mexico does not yet have a national action plan, the Inter-institutional Working Group has established six target cities for joint investigative and victim relief operations. Mexico has established a cooperative framework with NGOs working on victim protection, and is working on its own and with NGOs on public awareness campaigns against trafficking.

Prosecution

The Government of Mexico did not keep law enforcement statistics on trafficking investigations, arrests, prosecutions, or convictions over the reporting period, in part because it does not have a trafficking specific law and many of the cases are prosecuted under other laws. It is likely that states and other local jurisdictions have some trafficking-related prosecutions and convictions, but it is difficult to keep statistics on those types of cases. Thus, it is unknown whether Mexico made progress in this area, which is critical to its evaluation. However, from January 2005-August 2005 law enforcement authorities reported criminal proceedings for trafficking-related offenses in 1,336 cases (57 federal and 1,279 state) and imposed sentences in 531 cases. The government's information was difficult to analyze, and the number of these cases that involve trafficking in persons is not clear. Two of the reported convictions were clearly for offenses that are trafficking-related. Mexican authorities provided details on a series of eight ongoing investigations that were also clearly trafficking-related; Mexican authorities have identified 126 gangs involved in trafficking.

Prostitution is essentially legal in Mexico, and pimping and prostitution are widely practiced without arrest or prosecution. Although Mexico lacks comprehensive anti-trafficking legislation, it has a number of related laws that may be used against trafficking-related crimes, including laws against organized crime, corruption of minors, and forced prostitution. Mexico's constitution prohibits slavery. Varying state-level laws also prohibit and provide criminal punishment for trafficking-related crimes. The Mexican government has cooperated with the U.S. on a number of trafficking cases, some involving prosecutions in both countries. The Mexican government has both requested

extradition of persons accused of trafficking-related offenses and surrendered such criminals requested for extradition by other countries, including the U.S.

Corruption remains endemic among Mexican security personnel. Through “Operation Secure Mexico” and other initiatives, federal authorities have sought to help local municipalities remove corrupt police officials, including over half the police in Nuevo Laredo. However, the arrest of a journalist in Puebla this year for reporting on official collusion with traffickers (she was quickly released) demonstrated that corruption of law enforcement and judicial and political figures presents a major obstacle to improved anti-trafficking efforts.

Protection

Victim protection provided by the Mexican government over the last year improved, due to new facilities, training and cooperation with NGOs, but remained inadequate. There are no shelters or related services that specifically aid trafficking victims, but the government’s social welfare agency (DIF) operates shelters that assist trafficking victims along with other victims of violence. A new migrant facility opened in Chiapas in March 2006 provides office space for Central American officials to expand assistance to their nationals who may be victims of trafficking. In 2005, DIF rescued and sheltered over 270 children engaged in commercial sexual exploitation. Additionally, the government has increased efforts to work with NGOs and international organizations for the protection of trafficking victims, including working with IOM. Since June 2005, six NGOs and international organizations have offered training to governmental organizations to build capacity in victim services. Mexico’s immigration authority (INM) issued a directive last year permitting trafficking victims to reside in Mexico as long as they agree to cooperate in the investigation and prosecution of traffickers; already at least four victims have taken advantage of the program. There is no formalized mechanism or protocol to refer victims of trafficking to NGOs for care once the victims have been identified. Law enforcement and migration officials from Mexico, Guatemala, and Belize met to establish mechanisms to combat a range of mutual concerns including trafficking.

Prevention

High-level government officials, including the First Lady of Mexico, the Secretary of Government, and the Foreign Secretary have stressed the need to fight trafficking. The vast majority of Mexico’s prevention efforts are through its social welfare agency (DIF), which runs public awareness campaigns throughout the country, concentrating in cities considered most vulnerable to trafficking. DIF is also working with NGOs and international organizations to prevent the growing sex tourism problem in Mexico. The government recently began working with IOM on trafficking-related matters on its southern border. Other NGOs and human rights organizations are working with the government on future prevention campaigns. In August 2005, Mexico hosted an Anti-Trafficking Workshop for the media and entertainment industry in Mexico. In March 2006, Mexico hosted the Inter-American Network of Parliamentarian Women’s Conference on Trafficking in Persons and Commercial Sexual Exploitation of Minors. Some NGOs have been granted limited permission to enter detention facilities to interview possible trafficking victims, although access remains a problem.

MOLDOVA (TIER 2)

Moldova is a major source country for trafficking in women and girls for the purpose of sexual exploitation. Victims are trafficked throughout Europe and the Middle East, increasingly to Turkey, Israel, the U.A.E., and Russia. To a lesser extent, Moldova serves as a transit country to European destinations for victims trafficked from other former Soviet states. Reports of internal trafficking of girls from rural areas to Chisinau continued. The small breakaway region of Transnistria in eastern Moldova is outside the central government's control and remained a significant source and transit area for trafficking in persons.

The Government of Moldova does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2005, the government continued to improve its law enforcement response, increasing trafficking investigations and convicting more traffickers. It passed comprehensive anti-trafficking legislation and updated and improved its National Action Plan. However, the government showed a lack of anti-trafficking leadership by depending almost exclusively on NGOs to carry out its work on prevention and protection. The government, through its National Committee on Trafficking in Persons, should implement the new National Action Plan, devote increased resources to prevention, and provide victims with protection and assistance.

Prosecution

The Government of Moldova made modest progress in its efforts to punish acts of trafficking over the last year. Although the Moldovan criminal code contains specific penalties for trafficking, some prosecutors continued to use lighter pimping charges. In December 2005, the government passed comprehensive anti-trafficking legislation, criminalizing both sexual exploitation and forced labor trafficking. However, successful implementation of the law remains unclear without a commitment of resources from the government. The government increased its law enforcement efforts, investigating 386 cases of trafficking in 2005. Of the 314 cases referred for prosecution, 58 traffickers were convicted, an increase from 23 convictions in 2004. Only 36 traffickers received actual imprisonment; the rest paid fines or were granted amnesty. Unfortunately, the government increased its use of suspended sentences in 2005. Although some suspended sentences resulted from inadequate investigations, others continued to be related to judicial corruption. During the reporting period, the government disbanded the Ministry of Interior's Anti-Trafficking Unit and replaced it with a new inter-agency Center to Combat Trafficking in Persons. Allegations of trafficking-related corruption among some law enforcement officials continued, although the government did not take action. In 2005, the government sentenced a police officer accused of collaborating with a Turkish trafficker to 10 years in prison. A former Moldovan policeman charged with trafficking women to the U.A.E. remains free on bail pending completion of his trial after deportation from the Emirates.

Protection

The Government of Moldova's efforts to protect and reintegrate trafficking victims remained weak throughout the reporting period. The government did not fund NGOs providing shelter and assistance to trafficking victims, but it continued to cooperate with them on a limited basis. In June 2005, the Moldovan Parliament amended a law on employment and social protection to allow trafficking victims and other vulnerable populations to receive government benefits; however, the government did not report providing any benefits to trafficking victims. Contrary to what was stated in last year's Report, the government did not provide space in state buildings for a rehabilitation center run by IOM. The government's witness protection law remained inadequately implemented

and thus, while in some cases police posted guards outside witnesses' homes, many victims did not feel secure enough to testify against their traffickers. No progress was made in the development of a formal referral system; however, the police informally referred 88 victims to IOM during the reporting period. Overall, IOM reported assisting 464 victims during the reporting period. In January 2006, the government, in partnership with IOM, launched a program to build the capacity of Moldovan consular officers abroad to assist potential and actual victims of trafficking.

Prevention

NGOs and international organizations continued to conduct the bulk of anti-trafficking prevention and education campaigns in 2005, with periodic participation from the government. NGO prevention efforts included outreach to potential victims of trafficking in the mass media and in rural areas as well as education efforts in schools. The National Committee on Trafficking in Persons continued to meet to review the government's anti-trafficking efforts, but met less often during the reporting period. In August 2005, the government approved a new National Action Plan based on regional best practices, developed with the active guidance of a local NGO.

MONGOLIA (TIER 2)

Mongolia is a source country for women and men trafficked for the purposes of sexual exploitation and forced labor. Mongolian women are trafficked to China, Macau, and South Korea; a small number of Mongolian women were also trafficked to Turkey and Israel. Up to 200 North Korean contract laborers in Mongolia are not free to leave their employment, raising strong concerns that their labor is compulsory. There are reports that Mongolian women have been trafficked to Hungary, Poland, and other East European countries, as well as France and Germany. Some Mongolian men working overseas face exploitative conditions that meet the definition of involuntary servitude — a severe form of trafficking. Mongolia also faces a problem of children trafficked internally for the purpose of commercial sexual exploitation. In 2005, the government documented over 150 Mongolian children exploited as prostitutes.

The Government of Mongolia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Acknowledging its trafficking problem, the Mongolian Government in November 2005 adopted a National Action Plan against trafficking and the sexual exploitation of women and children. While the government lacked the resources to combat trafficking effectively on its own, it continued to cooperate with NGOs and regional and international organizations on anti-trafficking measures. Government action should concentrate on adopting a strong and comprehensive anti-trafficking law, arresting and prosecuting traffickers, and providing victim assistance and protection measures.

Prosecution

The Government of Mongolia's anti-trafficking law enforcement efforts were modest but improving in 2005. During the reporting period, the government prosecuted five trafficking cases, leading to one conviction under an anti-trafficking statute adopted in 2002. Mongolian authorities have not developed the capacity to compile full information on trafficking-related arrests, prosecutions, and convictions. Mongolia's criminal code and criminal procedure code contain provisions against trafficking and prostitution, with penalties of up to 15 years' imprisonment for trafficking. The

Mongolian Government is currently reviewing the anti-trafficking provisions of the criminal code in an effort to strengthen the law and make it easier to prosecute traffickers. Corruption is widespread and growing in Mongolia. While there are reports that some individual local government officials reportedly profit from trafficking, there were no reported investigations or prosecutions of officials complicit in trafficking.

Protection

The Mongolian Government in 2005 provided limited protection and direct assistance to trafficking victims, given its modest resources. The government provided assistance to children in prostitution through a police program to encourage their re-entry into school or training. Because of resource constraints, the government did not fund foreign and domestic NGOs that provided support for victims.

Prevention

The Mongolian Government increased its efforts to raise awareness of trafficking, conducting an anti-trafficking campaign in late 2005. Mongolia's Ministry of Foreign Affairs distributed information on trafficking to consular officials serving overseas. The Mongolian Government also continued collaboration with travel industry representatives and UNICEF to implement a voluntary code of conduct to prevent the sexual exploitation of children in the travel and tourism industry.

MOROCCO (TIER 1)

Morocco is a source, transit, and destination country for girls, women, and men trafficked from sub-Saharan Africa and Asia. Internal trafficking involves young girls from rural areas recruited to work as child maids in major cities. Morocco is also a source country for men, women, and children trafficked to Italy, Spain, and other parts of Europe for forced labor and sexual exploitation. Moroccan women are similarly trafficked to Saudi Arabia, Syria, and the U.A.E. for the purpose of sexual exploitation. Men and women from Nigeria, India, Bangladesh, Sri Lanka, and Pakistan are increasingly trafficked through Morocco to Europe or Middle Eastern countries for forced labor. In 2005, the Government of Morocco, international organizations, and numerous NGOs claimed that the number of Moroccans trafficked into Spain, Italy, and elsewhere in Europe has increased significantly.

The Government of Morocco fully complies with the minimum standards for the elimination of trafficking. Its international anti-trafficking cooperation, including initiatives taken to discipline United Nations peacekeepers, reflects the government's strong commitment to addressing the trafficking problem. According to Ministry of Interior reports, the government disbanded more than 300 criminal rings in 2005, some of which may have included traffickers, and took steps to address official corruption. Morocco should strengthen the sentences assigned to convicted traffickers and should consider instituting a more effective system of screening trafficking victims from the numerous smuggled migrants interdicted each year.

Prosecution

The Government of Morocco made additional progress in its prosecution of traffickers and corrupt officials over the last year. Morocco's anti-trafficking statutes punish traffickers and complicit public officials with penalties ranging from six months to 20 years' imprisonment and the

forfeiture of assets. Morocco convicted two policemen for trafficking and initiated prosecution of eight members of the Force Auxiliaries, including one army officer, three policemen, and one senior police officer. The government also convicted four Moroccan soldiers serving as United Nations peacekeepers for engaging in trafficking, although their sentences were only from three months to one year. In February 2006, Moroccan officials dismantled a large international network trafficking and smuggling migrants from India, arresting 70 suspects including a police officer. The government also convicted three French citizens for engaging in child sex tourism and 10 other foreigners for trafficking in children in Morocco. According to the Ministry of Justice, Morocco works with the Governments of Spain, France, Italy, and Egypt on investigating and prosecuting traffickers. The government should continue its efforts to prosecute traffickers, but should also raise the sentences of those convicted for trafficking offenses to reflect the heinous nature of the crime. Morocco should additionally institute a mechanism to systematically distinguish between smugglers and traffickers.

Protection

The Government of Morocco made modest progress in its protection efforts over the last year, although more needs to be done to screen trafficking victims from those voluntarily smuggled into the country. The Center for Migrant Rights offers counseling to victims and the government grants modest funds to local NGOs providing shelter and other services. Morocco also works with NGOs in Spain and Italy to establish shelters and assist minor victims of trafficking. The government offers sensitivity training for its officials and has begun training diplomats in prime destination or transit countries on victim identification.

Prevention

Morocco has continued to advance in its trafficking prevention efforts. The government established an anti-trafficking task force to formulate policy and monitor progress in combating trafficking. Working with the governments of Spain and other EU countries, Morocco increased patrols along the waterway between the Western Sahara and the Canary Islands and improved monitoring of its land borders, airports, and train stations. Government officials also meet with UNICEF regularly to discuss programs aimed to keep rural children at risk of trafficking in school.

MOZAMBIQUE (TIER 2)

Mozambique is a source country for men, women, and children trafficked for forced labor and sexual exploitation. The use of forced and bonded child laborers is a common and increasing practice in rural areas, often with the complicity of family members. Women and girls are trafficked internally and to South Africa for forced labor and sexual exploitation; young men and boys are similarly trafficked for farm work or domestic servitude. Trafficked Mozambicans often labor for months in South Africa without pay before the "employer" reports them as illegal immigrants or trespassers; they are then arrested and deported. Traffickers are typically part of small networks of Mozambican and/or South African citizens; however, involvement of larger Chinese and Nigerian syndicates in the trafficking of Mozambicans has also been reported.

The Government of Mozambique does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Mozambique's anti-

trafficking law enforcement initiatives dramatically improved over the reporting period. To further its efforts in fighting trafficking, the government should prosecute and convict arrested traffickers, demonstrate progress towards the passage of anti-trafficking legislation, launch a comprehensive public awareness campaign, and increase its assistance to trafficking victims.

Prosecution

Mozambique's law enforcement efforts increased dramatically over the previous year, though a paucity of training resources hindered greater efforts. While there is no law specifically prohibiting human trafficking, Mozambique's penal code includes at least 13 related articles under which trafficking cases can be charged; Mozambique's first trafficking case was prosecuted in March 2006, resulting in the conviction of two men for kidnapping and attempting to sell a 13-year-old boy. In March 2006, the Ministry of Justice signed an agreement with an NGO to jointly draft anti-trafficking legislation. Over the past year, Mozambican police broke up several trafficking schemes, apprehending at least nine traffickers and rescuing more than 90 victims. For example, in November 2005, a man in Manica province was arrested for selling 35 children as farm laborers; 18 of the children have been recovered and police continue to investigate the case. In February 2006, police arrested six men attempting to traffic 43 people across the South African border. The Interior Ministry conducted anti-trafficking training for almost 90 police officers in three provinces, after which the officers conducted public awareness campaigns for community police and school leaders; however, such training has not been extended force-wide. Many lower-ranking police and border control agents are suspected of accepting bribes from traffickers.

Protection

The government's efforts to protect victims of trafficking continued to suffer from a lack of resources; government officials regularly call on NGOs for assistance in the provision of shelter, food, counseling, and rehabilitation. During the reporting period, the Kulaya Healing Center in the Maputo Central Hospital assisted a small number of trafficking victims with medical care and counseling for up to three months each. In 2005, the Ministry of Interior expanded the number of Offices for Attending to Women and Child Victims of Violence from 84 to 96, and provided victims' assistance training for police officers who deal with such cases; some of these offices provided emergency shelter and food for trafficking victims. The small, beleaguered Joint Committee for the Reception and Screening of Mozambicans Repatriated from South Africa located at the Ressano Garcia border crossing is overwhelmed by the thousands of Mozambicans deported each month, and not able to adequately screen these deportees in order to identify victims of trafficking. This problem is exacerbated by indifference shown to the deportees by the national immigration authorities.

Prevention

Mozambique's prevention efforts remained weak. During the year, law enforcement officials publicized trafficking cases more widely and government-owned media outlets consistently covered such stories. The government does not have a plan of action to combat trafficking, or a single person designated to coordinate the government's anti-trafficking efforts.

NEPAL (TIER 2)

Nepal is a source country for men, women, and children trafficked for the purposes of sexual exploitation and involuntary servitude. An estimated 12,000 Nepali women and children are trafficked every year into sexual exploitation in Indian brothels, and an unspecified number are victims of internal sex trafficking. Women also migrate willingly to Malaysia, Saudi Arabia, the United Arab Emirates, and other Gulf states to work as domestic servants, but some subsequently face conditions of involuntary servitude because their passports and wages are withheld and they are physically and sexually abused by their employers. Despite the Government of Nepal's ban on traveling to Iraq for work, some Nepalis are reportedly trafficked into Iraq after being offered jobs in Jordan and Kuwait.

The Government of Nepal does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Nepal expanded local Women and Children Service Centers to 20 stations, but the government has not yet adequately funded and staffed the Police Women's Cell. In addition, Nepal must improve its anti-corruption efforts in order to meet the minimum standards for the elimination of trafficking. In response to allegations that Nepalis are trafficked to Iraq for involuntary servitude, the government should ensure that agencies involved in such trafficking are adequately punished and prevented from doing so again.

Prosecution

The Government of Nepal made significant efforts to prosecute trafficking offenses this year. From July 15, 2004 through July 15, 2005, the government reported prosecuting 347 cases at the district, appellate, and Supreme Court levels, and filing 73 new trafficking cases for prosecution. Of those cases, the government convicted 78 traffickers and 220 cases are still pending. Nepal failed to provide any evidence of investigations or prosecutions of corrupt government officials who may have facilitated trafficking by taking bribes at the India-Nepal border or engaging in document fraud. Although the government investigated 484 complaints against employment agencies and canceled 109 agencies' operating licenses as a result of those investigations, Nepal did not report any criminal prosecutions or jail sentences for any agencies found to be complicit in trafficking. The National Judicial Academy, an annex of the Supreme Court, provided training to judges, government attorneys, and other court staff on proper prosecution of trafficking cases. Nepal should improve its law enforcement efforts against corrupt officials, and continue and expand efforts to vigorously investigate recruitment agencies believed to be involved in trafficking.

Protection

Nepal made modest improvements in its efforts to protect victims of trafficking. The government expanded the number of Women and Children Service Centers operating throughout the country from 15 to 20, in 18 districts. It also granted limited funding to local NGOs providing victim assistance. The police reportedly provided legal aid to approximately 700 victims in 2005. Although the government budgeted funds for travel and lodging expenses for trafficking victims testifying against their traffickers, funding was rarely made available. Nepal did, however, cooperate with destination country governments to repatriate Nepali victims of trafficking, including two victims repatriated from Kuwait and Saudi Arabia in February 2006. The government should increase support given to NGOs providing victim assistance and should improve training of diplomats sent to destination countries on methods of identifying and protecting trafficking victims.

Prevention

Nepal's measures to prevent trafficking did not improve significantly since last year. The government continued to implement anti-trafficking information campaigns started in 2004 and it maintained orientation sessions for all workers traveling overseas, sensitizing them to warning indicators of possible trafficking. Nepal should improve the dissemination of information to potential victims of trafficking on the dangers of trafficking and should expand public information campaigns to prevent trafficking.

THE NETHERLANDS¹ (TIER 1)

The Netherlands is a destination and transit country for the trafficking of women and girls for the purpose of sexual exploitation; some trafficking for labor exploitation occurs. Victims continued to be trafficked from Central and Eastern Europe, Nigeria and Brazil. Reportedly, a significant percentage of the 25,000 individuals engaged in prostitution are trafficking victims. Internal trafficking of young, mostly foreign girls by Moroccan and Turkish pimps into sexual exploitation continued. The Netherlands Antilles, where the Netherlands exercises responsibility over visa issuance according to guidelines issued by the Netherlands Antilles, continued to be a concern as a transit region and destination for illegal migrants, some of whom may have been trafficked.

The Government of the Netherlands fully complies with the minimum standards for the elimination of trafficking. In 2005, the government significantly stepped up its law enforcement and prevention efforts to address trafficking in persons. The Dutch government investigated, prosecuted, and convicted more traffickers, and increased its outreach efforts to potential trafficking victims in regulated prostitution sectors. The Dutch government continued to provide comprehensive protection and assistance to victims and increased resources and tools available to NGOs. International scrutiny continued to focus on the legalized commercial sex industry in the Netherlands. The government should ensure its assessment of trafficking in the legalized sector includes a systematic and sensitive screening of all potential trafficking victims, including in the red light district.

Prosecution

The Government of the Netherlands vigorously investigated and prosecuted cases of trafficking during the reporting period. Dutch police investigated 220 suspects of trafficking in 2004. The government prosecuted 253 traffickers, a significant increase from 174 in 2003. Dutch courts convicted 136 traffickers; the majority of sentences ranged from three months' to four years' imprisonment. In 2005 a district court handed down a 14-year sentence for one trafficker in a case involving three African victims; four other traffickers in the case received sentences of five to 10 years. In May 2005, a national expertise center, overseen by the national trafficking prosecutor, began carrying out its mandate to bring together various Dutch investigatory bodies on trafficking cases and to serve as a national resource on investigations and prosecutions. The government, through the expertise center and other forums, continued to conduct specialized training for police, attorneys, inspectors, and other government officials. In 2005, five Dutch men were convicted in a local district court for organizing child sex tours to Tunisia for sex with minors; the men received sentences between one and three and a half years. There was no evidence of official corruption or trafficking-related complicity.

The government reported that strict controls and licensing requirements for brothels were employed as a means of combating trafficking. The Amsterdam police reported that routine checks of brothels did not show evidence of exploitation; during the reporting period these checks did not result in the identification of any trafficking victims, although there are continued reports of victims in legal red light zones. The police also reported difficulty in carrying out effective controls in the unregulated sectors, such as escort services.

Protection

The Dutch government in 2005 continued its leadership, capacity building and funding for service providers and NGOs assisting trafficking victims throughout the Netherlands. Local governments independently funded trafficking shelters and regional networks of NGOs while law enforcement officials coordinated the provision of comprehensive services and protection to victims who assisted in prosecutions. The Dutch Foundation Against Trafficking in Persons (STV), the national reporting center for registration and assistance for trafficking victims, registered 424 trafficking victims in 2005, a modest increase from the 405 registered in 2004. It launched a website and distributed a manual as a practical tool for service providers providing victims with support. The government funded training and reintegration programs implemented by NGOs to assist victims with B-9 status — temporary residency granted for trafficking victims — to develop skills needed to find employment. One program reported that 45 B-9 recipients participated in its training program; 10 have found jobs since the regulation permitting B-9 victims to work went into effect in April 2005.

Prevention

In January 2006, the Dutch government launched a national outreach campaign to reduce trafficking in the prostitution sector. The campaign, managed by the Dutch anonymous crime reporting hotline, primarily targets the clients of women in prostitution and potential victims of trafficking, as well as members of the general public. The campaign reportedly promotes awareness of the warning signs of trafficking and encourages individuals to report potential victims to police or call the hotline. In June 2005, the Justice Ministry distributed victim identification and reintegration guidelines to government officials, including to Dutch consular officers abroad, and NGOs, to encourage increased identification of and assistance to trafficking victims. In 2005, as required by the 2000 law that lifted the ban on brothels, the Ministry began its second assessment of the prostitution sector, including the number of women trafficked into prostitution. As part of the study, women in prostitution in Amsterdam's red light district and other prostitution sectors will be interviewed away from brothels and their possible traffickers. In September 2005, the Justice Ministry signed a covenant with Dutch newspaper associations committing parties to prevent advertising by unregistered escort services, an industry increasingly exploited by traffickers. The Dutch government committed \$21.3 million dollars between 2004 and 2006 to fund anti-trafficking programs in other countries, particularly source countries for trafficking victims in the Netherlands.

THE DUTCH CARRIBEAN AUTONOMOUS REGIONS

Anecdotal reporting suggests that the Netherlands Antilles and Aruba, autonomous regions within the Kingdom of the Netherlands, are transit and destination regions for trafficking of men, women, and children for sexual exploitation and domestic servitude, as well as forced labor in the construction and agriculture sectors.

Curacao, Aruba, and Saint Maarten are destination islands for women trafficked for the sex trade from Peru, Brazil, Colombia, the Dominican Republic, and Haiti, according to local observers. At least 500 foreign women reportedly are in prostitution throughout the five islands of the Antilles, some of whom have been trafficked. While in the past women in prostitution could enter the Netherlands Antilles as tourists and engage in prostitution legally for up to three months, special work visas must now be obtained prior to their arrival in the autonomous regions; these permits are not transferable. There are also reports of children being trafficked for sexual exploitation, particularly from the Dominican Republic.

Visas for Aruba and the Netherlands Antilles are issued by Dutch Embassies following review by Aruban or Netherlands Antilles' authorities. In 2005, allegations of corruption were made against Aruban and Antillean authorities in both immigration and issuance of work permits. The Antilles government, however, aggressively prosecuted general corruption. In 2005, the Netherlands and Aruba signed a protocol to restrict the admission of women traveling to work as dancers, after allegations emerged that over 400 women in prostitution were issued work permits by the Aruba government illegally. Officials conducted some awareness raising about trafficking during the reporting period. Visa controls were reportedly tightened in 2005. The Dutch government increased funding for an ongoing IOM trafficking prevention and capacity building program in the Antilles, providing \$165,000 in 2005. The governments of the Netherlands, Aruba, and the Netherlands Antilles should collaborate more effectively to detect trafficking to the Antilles and investigate and prosecute those behind this trade.

¹The Netherlands has legalized prostitution. The U.S. Government opposes prostitution and any related activities, including pimping, pandering, and/or maintaining brothels as contributing to the phenomenon of trafficking in persons. These activities are inherently harmful and dehumanizing. The U.S. Government's position is that these activities should not be regulated as a legitimate form of work for any human being.

NEW ZEALAND (TIER 1)

New Zealand has a sizable number of children engaged in prostitution who may be victims of internal trafficking; it is a destination country for women from Thailand and other countries in Asia trafficked for the purpose of sexual exploitation. There are a significant number of foreign women in the country engaged, both legally and illegally, in the commercial sex trade. Some of these women may be trafficking victims. The majority of these women are from Thailand and Southeast Asia, but over the past year there have been anecdotal reports of women coming to New Zealand from Brazil and the Czech Republic. Children are trafficked within the country for commercial sexual exploitation. Estimates of international trafficking victims are modest; there have been reports of debt bondage and confiscation of documents among women in prostitution.

The Government of New Zealand fully complies with the minimum standards for the elimination of trafficking. Law enforcement efforts were generally commensurate with the available information on the modest extent of trafficking in the country. The government continues to work on a national plan of action to combat trafficking in persons and is committed to take action to increase prevention and protection efforts among women and children in the legalized sex trade, some of whom may be trafficking victims. The government also provides substantial support to organizations working with vulnerable populations, including organizations that work with potential trafficking victims. However, law enforcement should be trained to better identify and refer trafficking victims. Efforts should also be made to measure the extent to which foreign women and children under the age of 18 may fall victim to trafficking for sexual exploitation.

Prosecution

The Government of New Zealand has laws against human smuggling and trafficking, which impose penalties of up to 20 years' imprisonment and substantial fines. New Zealand's laws also criminalize slavery and child commercial sexual exploitation. The 2003 Prostitution Reform Act legalized prostitution for those over the age of 18 and also decriminalized solicitation. Additional laws make it a crime to receive financial gain from an act involving children exploited in prostitution and prohibit sex tourism. The government reported four prosecutions and three convictions of three brothel operators and a client for employing children in prostitution under the Prostitution Reform Act. Another brothel owner is awaiting trial. There have been no convictions under New Zealand's anti-trafficking law, which requires movement across an international border. Instances of internal trafficking can be prosecuted under New Zealand's laws on forced labor, slavery, and other forms of abuse. New Zealand took steps in the reporting period to enhance the effectiveness of these laws in combating trafficking. The Police Department in Auckland – an area where there is believed to be a large number of children in prostitution – operates the country's only "Child Exploitation Team," which includes a section specifically aimed at children in prostitution.

Protection

The government provides short-term sanctuary, witness protection, access to medical services, and safe repatriation to trafficking victims. The government also supports a wide-range of NGOs that provide services to women in prostitution and some trafficking victims. The Human Rights Commission at one time operated a "safe house" program, which was set up to assist Thai women in prostitution, and resources are available to allow it to do so again should a number of trafficking victims be identified. Child victims are placed in foster care or in a child and protective unit operated by the Department of Child, Youth, and Family Services. There is strong coordination on anti-trafficking matters between NGOs and the government, and there were no reports of trafficking victims being arrested or detained during the reporting period.

Prevention

The government acknowledged that trafficking is a problem and in February 2005 developed a National Plan of Action against Trafficking in Persons, naming the Department of Labor as the coordinator of this plan. The government also operates programs to reintegrate children out of prostitution through vocational training and educational opportunities. The government also actively participates in many regional and international efforts to prevent, monitor, and control trafficking, including participation in the Bali Process on People Smuggling, Trafficking in Persons, and Related Transnational Organized Crime. The government's foreign assistance agency, NZAID, provides substantial resources to source countries and international organizations for detection, prevention, and services for trafficking victims.

NICARAGUA (TIER 2)

Nicaragua is a source country for women and children trafficked internally and across borders for the purpose of sexual exploitation. Exploitation of minors in prostitution is believed to be the most prevalent form of internal trafficking. Nicaraguan victims were detected by law enforcement in neighboring countries such as Guatemala, El Salvador, and Costa Rica, with Guatemala remaining the primary foreign destination for young women and girls trafficked for sexual exploitation. Recent reports suggest that young men from border areas in southern Nicaragua are also trafficked to Costa

Rica for the purpose of labor exploitation. The government acknowledges that trafficking and child sex tourism are significant problems.

The Government of Nicaragua does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Senior officials have expressed support for anti-trafficking efforts, and law enforcement officials stepped up efforts to prosecute traffickers and work with foreign governments and NGOs to assist victims. Despite modest progress, efforts to pursue enforcement actions against traffickers remain weak. The government should increase investigations, improve victim services, and work with the National Assembly to pass reforms that bring the penal code up to international anti-trafficking standards.

Prosecution

The Government of Nicaragua's progress in bringing traffickers to justice was uneven over the last year. Two investigations led to prosecutions; four of the five suspects prosecuted in one case were convicted and received four- to eight-year prison terms. In the second case, the defendants were acquitted, but the verdict was thrown out due to jury irregularities. An attempted retrial could not proceed, however, because the defendants had been released and remained at large. The government initiated at least seven investigations and closed down some businesses where minors were sexually exploited, but many victims were unwilling to assist in investigations or prosecutions. Border officials received training to identify trafficking situations. Widespread corruption in the court system and lack of witness protection may deter victims from seeking justice. Labor trafficking is not criminalized and laws against commercial sexual exploitation of minors do not protect all adolescents under 18 years of age. No government officials were linked to trafficking in the reporting period.

Protection

The government's protection efforts improved during the reporting period but remained inadequate. The Ministry of the Family opened a new shelter for minor victims of abuse and commercial sexual exploitation and activated a national hotline for abuse and commercial sexual exploitation victims of all ages. Twenty-four police sub-stations throughout the country assisted female victims of violent crime, including trafficking, but in general, government agencies lacked resources and relied on NGOs to shelter and assist victims. The government negotiated an agreement with a regional NGO for the NGO to assist Nicaraguan victims in neighboring countries. The Ministry of Foreign Affairs instructed missions to be proactive in assisting Nicaraguan trafficking victims, and embassies helped repatriate at least 21 victims from El Salvador and Guatemala during the reporting period.

Prevention

The government made good faith efforts to raise public awareness during the reporting period. Government agencies such as the Women's Division of the National Police and the Ministries of Government and Education worked with students, teachers, the press, and the tourism industry to reach a wider audience about potential victimization by traffickers and sex tourists.

NIGER (TIER 2)

Niger is a source, transit, and destination country for children, women, and men trafficked for forced labor and sexual exploitation. Children are trafficked within Niger for forced begging by religious

teachers, manual labor, domestic servitude, work in mines, and sexual exploitation. Internationally, children are trafficked to Niger for labor exploitation from Benin, Burkina Faso, Gabon, Ghana, Mali, Nigeria, and Togo. Women and girls are also trafficked from Niger to North Africa, the Middle East, and Europe for forced domestic labor and sexual exploitation. Men are also trafficked through Niger to North Africa for forced labor. Traditional forms of caste-based servitude, rooted in ancestral master-slave relationships, also continue in isolated areas of the country. Between 10,000 and 43,000 Nigeriens are estimated to live in conditions of traditional servitude, which range in practice from societal discrimination to outright slavery.

The Government of Niger does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Later in the reporting period, Niger demonstrated an increased willingness to acknowledge its problem with caste-based servitude. To strengthen its response to trafficking, Niger should increase efforts to educate the public about the continuing problem of caste-based servitude and the law prohibiting it, continue to enforce this legislation, draft and pass specific anti-trafficking legislation, and strengthen victim protection efforts.

Prosecution

The Government of Niger made modest efforts to punish trafficking crimes during the reporting period. Niger lacks specific anti-trafficking legislation and the government did not report any convictions during the last year. A Nigerien law enacted in 2004 prohibits slavery and related practices. The government is prosecuting two slavery cases and two additional cases are under investigation. Another slavery case was dismissed in court due to a procedural technicality. The Ministry of Justice organized a three-day seminar to launch the drafting of a trafficking statute. In partnership with NGOs, the government trained 209 law enforcement officers about trafficking. Border police barred from entry into Niger several religious leaders traveling with children but without parental consent documents. Officials also barred 32 children from leaving Niger for planned travel to Ghana without parental consent forms. Niger entered into a multi-lateral agreement to combat trafficking with eight other West African nations, and the Ministry of Justice sought and obtained UN assistance in drafting an anti-trafficking law.

Protection

The government showed modest progress in providing protection to trafficking victims, despite its limited resources. The government also collaborated with the UNFPA on a program designed in part to reduce child trafficking. In partnership with IOM, the government began the initial stage of a victim assistance project. While the government has no formal screening and referral process to transfer victims to NGOs for care, police commonly refer trafficking victims to local and international NGOs. A local anti-slavery NGO reported that police who find escaped slaves regularly bring them to the NGO for assistance.

Prevention

The government made limited efforts to raise awareness about trafficking during the reporting period. In February 2006, the government established by presidential decree a National Commission for the Control of Trafficking in Persons comprised of key government ministries and seven NGOs, including the nation's leading anti-slavery organization. The government also designated the Ministry of Justice as the lead agency on trafficking. The government collaborated with NGOs to launch a U.S. Government-funded radio soap opera about child trafficking; it also partnered with Dutch affiliates to organize a public education session on trafficking. Several times during the year the government publicly denied the problem of slavery

and related practices. It also obstructed a large-scale NGO effort to raise awareness about slavery by canceling a public celebration of the release of 7,000 slaves in March 2005. At the release of a book on slavery by an anti-slavery activist in January 2006, however, the Minister of Culture gave a televised address acknowledging the existence of slavery and praising the activist for drawing attention to it.

NIGERIA (TIER 2)

Nigeria is a source, transit, and destination country for women and children trafficked for forced labor and sexual exploitation. Victims are trafficked for domestic servitude, street hawking, agricultural labor, and sexual exploitation. Within Nigeria, women and children are trafficked from rural areas to urban zones. Internationally, they are trafficked to the Central African Republic, Mali, Gabon, Sudan, North Africa, Saudi Arabia, Italy, Spain, the Netherlands, Belgium, Germany, and Austria. Women and children are also trafficked to Nigeria from Togo, Benin, Chad, Cameroon, the Central African Republic, Niger, and Ghana.

The Government of Nigeria does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to strengthen and institutionalize Nigeria's response to human trafficking over the last year, showing substantial commitment to the issue. To strengthen its response to trafficking, the government should increase prosecutions and convictions of traffickers and strengthen protection efforts.

Prosecution

The Government of Nigeria demonstrated increased efforts to combat trafficking through law enforcement during the last year. In December 2005, the government amended its 2003 federal statute prohibiting trafficking to allow for forfeiture and seizure of traffickers' assets. The government investigated 85 trafficking cases, opened 21 prosecutions, and convicted six traffickers. Nigeria's 60 dedicated anti-trafficking investigators continued to actively investigate cases, though coordination between these investigators and other law enforcement officials was weak. In collaboration with UNICEF, the government has established an anti-child trafficking network covering 11 states, with additional expansion planned. Throughout the year, the government conducted trafficking training sessions for investigators and prosecutors and maintained a computerized trafficking crime database. There are regular reports of trafficking-related corruption. Authorities arrested a police officer for child trafficking and are investigating the case.

Protection

The government made modest efforts to protect trafficking victims over the reporting period. The government continued to operate two shelters and established a victim rehabilitation center, though these facilities operated below capacity. Authorities also referred victims to NGO shelters for assistance through an established screening and referral system. The government provided vocational skills training to 12 victims and helped eight victims return to school. Incidents of re-trafficking, however, remain high. The government amended its trafficking law to include Victim Trust Funds through which assets seized from traffickers will fund victim reintegration. The government in the last year began to

educate Nigerian missions abroad about techniques for rescuing and counseling trafficking victims. Nigerian authorities cooperated with Beninese and Ghanaian officials to repatriate victims. Victims are not prosecuted for crimes directly related to being trafficked.

Prevention

The government continued to demonstrate strong efforts to educate the public about trafficking during the year. The Public Enlightenment Division of Nigeria's 200-employee National Agency for the Prohibition of Trafficking in Persons (NAPTIP) continued to broadcast anti-trafficking television spots and conduct awareness events in motor parks, markets, schools, and concert halls. NAPTIP also continued to host quarterly anti-trafficking stakeholder meetings. During these meetings, which were attended by government, NGO, and international organization representatives, NAPTIP shared data on government anti-trafficking efforts and worked with partners to develop anti-trafficking strategies.

NORTH KOREA (TIER 3)

The Democratic People's Republic of Korea (D.P.R.K. or North Korea) is a source country for men, women, and children trafficked for the purposes of forced labor and sexual exploitation. The D.P.R.K.'s own system of political repression includes forced labor in a network of prison camps where an estimated 150,000 to 200,000 persons are incarcerated. Many North Koreans seeking to escape the dire conditions in the country attempt to leave by crossing the border into northeast China, where an estimated tens of thousands of North Koreans may reside illegally. There are no completely reliable estimates on the number of these North Koreans, more than half of whom appear to be women victims of trafficking. The illegal status of North Koreans in China and other countries increases their vulnerability to trafficking schemes and sexual and physical abuse. In the most common form of trafficking, North Korean women and children already in China are picked up by trafficking rings and sold as brides to Korean-Chinese men or placed in forced labor. In a less common form of trafficking, some North Koreans are lured from the D.P.R.K. into China with promises of freedom and employment, only to be forced into prostitution, marriage, or exploitative labor arrangements. The scale of the problem is blurred by the operation of "professional border crossers" who help North Koreans voluntarily enter China. North Koreans forcibly returned from China may be subject to hard labor in prison camps operated by the government.

There are also reports of North Koreans sent abroad by the D.P.R.K. government as low-skilled contract laborers to countries such as Mongolia, Russia, and the Czech Republic. While such overseas work may be perceived as prestigious among impoverished North Korean workers facing extremely limited employment freedoms at home, there are reports in some of these countries that movements of North Koreans are controlled by North Korean "mindors" — giving rise to allegations that their work is forced or coerced.

The Government of North Korea does not fully comply with minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government does not acknowledge that trafficking is occurring, either within the country or transnationally. The government also contributes to the problem through forced labor prison camps, where thousands of North Koreans live in slave-like conditions, receiving very little food and no medical assistance. Over the last year,

the government summarily executed several persons who were sentenced on charges of trafficking in persons; however, international media and NGO reports allege that the men were accused of helping refugees cross the border to China.

The D.P.R.K. regime reportedly provides workers for foreign investors operating in North Korean industrial parks. There are concerns that this labor may be exploitative, with the D.P.R.K. government keeping most or all of the foreign exchange paid and then paying workers in local, non-convertible currency.

Prosecution

Little information is available on the D.P.R.K.'s legal system and there are no known laws that specifically address trafficking in persons. It is difficult to separate the regime's clear state sponsorship of forced labor from criminal statutes it purportedly upholds on trafficking-related crimes. Furthermore, aside from the reported executions of accused traffickers, there were no reports of any law enforcement activities on trafficking during the reporting period. The Penal Code criminalizes crossing the border without permission (Article 233) and defection (Article 62). These laws are used against both traffickers and trafficking victims, as well as against voluntary border crossers and those who aid them. The Penal Code criminalizes the abduction, sale, or trafficking in children (Article 150). The Constitution prohibits exploitation of children (Article 76). There are likely other criminal statutes related to border crossing, but no information exists about such statutes at this time. Fair trials, due process, and other rights for the accused are not the norm in the D.P.R.K.; law enforcement efforts against all crimes, including trafficking, generally take place without regard to international human rights standards. Summary executions, detentions, and imprisonment are reported to have occurred without trial.

Protection

The Government of North Korea does not recognize trafficking victims and provides no reasonable care for them. North Koreans forcibly repatriated from China, some of whom may be trafficking victims, may be jailed and forced into prison labor camps, where some may face torture. The government's priority is to control all activities occurring within its borders; protecting individuals from mistreatment, exploitation, and retribution are not government priorities.

Prevention

The Government of North Korea does not acknowledge the existence of human rights problems, including trafficking in persons. Thus, it does not operate, administer, or promote any public awareness campaigns related to trafficking in the country.

NORWAY (TIER 1)

Norway is a destination country for women trafficked for the purpose of sexual exploitation, primarily from Nigeria, Albania, Russia, and the Baltic countries. There is no evidence of trafficking for other purposes. The government acknowledges that trafficking is a problem in Norway. The Government of Norway fully complies with the minimum standards for the elimination of trafficking in persons. Norway continues to take a prominent role in the international campaign

against trafficking. The government has been a leader in pressing NATO to adopt anti-trafficking policies and is active on trafficking issues at Interpol and Europol. Norway also funds NGOs working on anti-trafficking programs throughout the world. The government should continue efforts to reduce the domestic demand for sexual exploitation and should focus on increasing the number of prosecutions and convictions.

Prosecution

The government continued its law enforcement efforts. During the reporting period, police conducted four trafficking investigations. The government prosecuted eight cases of trafficking in 2005, up from two cases in 2004. One trafficker was convicted. The maximum sentence for a trafficking conviction is five years in prison. If aggravated circumstances are involved, a trafficker may be sentenced up to 10 years. A trafficker convicted of slavery faces a maximum sentence of 21 years. The Norwegian police have formalized cooperation with Europol and Interpol and cooperate with other Nordic countries. The police conduct a two-day training session for all officers working on trafficking issues.

Protection

Norway continued to provide significant protection to trafficking victims. The government funds a number of NGOs that provide medical and practical assistance to victims. In 2005, police, prosecutors, and NGOs referred 75 victims to a state-funded center dedicated to assisting trafficking victims. The center's hotline received 645 trafficking calls in 2005 and assisted 20 victims. Eighteen women were placed in long-term shelters funded by the government and run by NGOs. In June 2005, Norway implemented its second National Action Plan to combat trafficking. It focuses on improving coordination between authorities and calls for police to develop witness protection guidelines specific to victims and witnesses in trafficking cases. Norway has a 45-day reflection period during which foreign victims cannot be deported; this is meant to ensure that adequate time is provided for victims to receive assistance and counseling. One victim benefited from the reflection period. Victims may also be granted relief from deportation by applying for asylum. This is a lengthy process and may take a year or more.

Prevention

The government continued to fund NGO and regional and international organization projects in source countries that focus on public awareness and prevention campaigns to potential victims. The government also has trafficking awareness and educational programs in source countries. Norway is a significant contributor to UNODC's anti-trafficking program. The national action plan calls for specific anti-trafficking initiatives to strengthen prevention efforts and a demand reduction program that provides counseling to the buyers of sexual services, and educates them about the harm they cause. Immigration authorities actively monitor immigration patterns for trafficking and cooperate with police.

OMAN (TIER 2 WATCH LIST)

Oman is a destination country for men and women primarily from Pakistan, Bangladesh, and India who migrate willingly, but may subsequently become victims of trafficking when subjected to conditions of involuntary servitude as domestic workers and laborers. There have been

occasional reports from foreign entities that expatriate children engaged in camel racing may transit or reside in Omani territory.

The Government of Oman does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Oman is placed on Tier 2 Watch List because of a lack of evidence of increasing efforts to combat severe forms of trafficking in persons over the last year. The government does not have a national coordinator to oversee anti-trafficking efforts, although it has formed an inter-agency legal committee to review language for new trafficking in persons legislation. Oman did not develop a national plan of action to combat trafficking. Over the last year, Oman did not prosecute any trafficking cases and it failed to conduct anti-trafficking public awareness campaigns. The government lacks an adequate screening procedure to differentiate trafficking victims from the large number of foreigners it deports annually, but it has requested international assistance in developing a comprehensive screening program. Oman should make serious efforts to coordinate a national anti-trafficking policy that includes increased prosecutions, systematic screening and protection of trafficking victims, and a concerted public awareness campaign to prevent trafficking in persons.

Prosecution

The Government of Oman failed to improve its prosecution record over the last year, despite possible instances of trafficking in persons. Although Oman lacks a comprehensive anti-trafficking law, it has other criminal laws that can be used to prosecute trafficking crimes, including sections of its penal code assigning penalties of five to 15 years' imprisonment for slavery. Nonetheless, the Omani government did not report any prosecutions in the last 12 months and has taken no active measures to investigate trafficking in persons. The Ministry of Manpower is also tasked with investigating any reports of labor abuse, though it lacks authority to file criminal charges for prosecution and has not been proactive in investigating trafficking in persons. All persons who serve as camel jockeys are now required to register in person with the Omani Camel Racing Federation and submit a passport, photographs, and a birth certificate showing them to be at least 15 years of age.

Protection

During the reporting period, the Omani government did not improve its minimal efforts to provide protection to expatriate workers who may fall victim to involuntary servitude. Foreigners illegally in Oman are housed in detention facilities and immigration officials have no screening procedure to distinguish illegal migrants from trafficking victims. The government has sought assistance to learn about techniques of processing illegal immigrants, including screening trafficking victims. Although the government pays for illegal migrants' repatriation, it has not established a system of protective services for victims of trafficking. Rather, it relies primarily on foreign embassies and charitable groups to tend to foreign nationals requiring assistance. The embassies of the Philippines and Sri Lanka, for instance, manage halfway houses for domestic workers. No formal referral mechanism exists to transfer potential trafficking victims to such organizations. The Government of Oman should develop a comprehensive screening procedure and adequate protection services such as shelter and medical care, or establish a referral system to connect trafficking victims with NGOs providing such assistance.

Prevention

While the Government of Oman does not have a formal trafficking prevention program, Oman's military and police took action to patrol the borders to prevent illegal entry into the country in the last

year. The government has invested resources to improve monitoring of the maritime and land borders with modern patrol vessels, aircraft, and sensor equipment. As a preventive measure, Oman introduced special visa regimes applicable to certain countries to thwart the international sex trade. Oman has not conducted any anti-trafficking public information campaigns to raise general awareness about trafficking in persons or specific rights of migrant workers.

PAKISTAN (TIER 2)

Pakistan is a source, destination, and transit country for men, women, and children for the purposes of sexual exploitation, involuntary servitude, and servitude as child camel jockeys. Pakistani women and men migrate voluntarily to Gulf states, Iran, Turkey, and Greece for work as domestic servants or construction workers; men are recruited for work in Iraq. Some of these men and women, however, may find themselves in situations of involuntary servitude when faced with overwhelming recruitment and transportation fees, restrictions on their movement, non-payment of wages, and physical or sexual abuse. Pakistani girls are also reportedly trafficked to the Gulf for sexual exploitation and Pakistani boys are trafficked primarily to the U.A.E. and Qatar to serve as camel jockeys. Pakistan faces a significant internal trafficking problem reportedly involving thousands of women and children trafficked from rural areas and sold to settle debts and disputes or forced into sexual exploitation, domestic servitude, or marriage. Unconfirmed estimates of Pakistani victims of bonded labor in the brick, glass, carpet, and fishing industries are in the millions. Women and children from Bangladesh, India, Burma, Afghanistan, Azerbaijan, Iran, Kazakhstan, Kyrgyz Republic, Turkmenistan, Uzbekistan, and Tajikistan are also trafficked to Pakistan for sexual exploitation and involuntary servitude. In addition, Bangladeshi, Sri Lankan, Nepalese, and Burmese women are trafficked through Pakistan en route to the Gulf or Greece.

The Government of Pakistan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. This year, the government established a national plan of action to combat trafficking in persons; approved a special cell within the Ministry of Interior to coordinate its anti-trafficking response; trained police officers, attorneys and judges on anti-trafficking measures; and made progress in investigating trafficking cases. The Ministry of Interior, with the assistance of IOM, also opened a shelter for trafficking victims. Nonetheless, NGOs report that local governments in Pakistan often prosecute and punish victims of trafficking for prostitution, immigration violations, and adultery under Islamic Hudood Ordinances rather than providing them with protection. The government similarly failed to curb internal trafficking for sexual exploitation and involuntary servitude. Pakistan should stop punishing trafficking victims, institute measure to address internal trafficking, and broaden public awareness campaigns to reach more at-risk populations.

Prosecution

The Government of Pakistan improved its efforts to investigate and prosecute trafficking cases this year. The government reported investigating 765 cases of trafficking, of which 448 were filed for prosecution, but some NGOs report concern that smuggling rings are confused for trafficking at the provincial level. During the year, 92 traffickers were convicted for trafficking offenses, but the majority received light sentences ranging from fines to less than six months in jail. Pakistan, in cooperation with IOM, instituted training programs for police officers, attorneys, and judges on methods of investigating and

prosecuting trafficking cases. In addition, the government introduced a bill in the National Assembly to expedite trafficking cases through the judicial system.

Despite the establishment of provincial anti-trafficking units, the government did not provide sufficient evidence of serious efforts to investigate and prosecute cases of internal trafficking, including instances of bonded and forced child labor, which are not specifically criminalized by Pakistan's Human Trafficking Ordinance of 2002. The Bonded Labor System Abolition Act outlaws bonded labor, cancels all existing bonded debts, and forbids lawsuits for the recovery of such debts. The Act establishes penalties of up to five years' imprisonment and fines of \$833 for violating its provisions. Nevertheless, this and other laws criminalizing bonded and child labor were rarely used to sentence violators to jail. Most convicted offenders received fines less than \$20. The government similarly failed to vigorously investigate and prosecute government officials facilitating trafficking, arresting only two officials for corruption this year. Sentences given to sex and labor traffickers should be increased so that they are commensurate with the severity of the crime, and law enforcement efforts against internal trafficking and corruption involving trafficking should be improved.

Protection

This year, the government took some noticeable steps to improve its protection efforts for victims of trafficking. Pakistan cooperated with IOM to open a model shelter for trafficking victims in Islamabad providing medical, psychological, and legal care. Since its opening, the Federal Investigation Agency (FIA) referred 12 trafficking victims to this shelter for protection. For victims not located in Islamabad, the government provided victim assistance in 276 temporary shelters where victims received medical treatment, limited legal representation, and vocational training. Pakistan also provided training for investigators on methods of identifying and protecting victims of trafficking, although some NGOs report the need for greater sensitivity training at the local level. In Lahore, the Child Protection Welfare Bureau assisted in the repatriation and reintegration of 325 child camel jockeys returned from the U.A.E.

Despite these improvements, the practice of punishing victims of trafficking for prostitution and other charges under Hudood Ordinances remains a problem that warrants investigation and action by the Government of Pakistan. Although data regarding the extent of the practice are unavailable, NGOs allege the frequent prosecution of trafficking victims under Pakistan's law prohibiting sex outside of marriage. According to NGOs, trafficking victims may also face prosecution for adultery or rendering false accusations if their rape cases under the Hudood Ordinances fail. The government should take immediate steps to prevent such prosecutions and punishment of trafficking victims and investigate allegations that victims of trafficking are exploited by guards and other government employees in the temporary shelters. To prevent further victimization, the Government of Pakistan should also increase its efforts to protect the privacy and identity of victims. On more than one occasion, after large trafficking arrests, police have released the names of trafficking victims to the media.

Prevention

The Government of Pakistan made some progress in its anti-trafficking prevention initiatives over the year. Following the October 2005 earthquake, the government sent federal Anti-Trafficking Units to earthquake-affected areas of the country to prevent the trafficking of orphaned or otherwise vulnerable children. The government also established an identification

system used at airports to monitor immigration patterns for signs of trafficking. Prominent radio and television appearances by the Minister of Overseas Pakistanis raised awareness of the trafficking of Pakistani nationals abroad, and the government, with assistance from IOM and foreign donors, undertook a targeted information campaign to educate people living in the rural areas affected by the earthquake on the dangers of trafficking.

PANAMA (TIER 2)

Panama is a source, transit, and destination country for women and children trafficked for the purposes of sexual and labor exploitation. Women and children are trafficked primarily within Panama for sexual exploitation. There are also credible reports of women and children trafficked from Colombia and the Dominican Republic to and through Panama for sexual exploitation. Panamanian women have been trafficked from Panama to Jamaica, Guatemala, and Mexico. Child domestic laborers who may be trafficking victims are transported from the western provinces to Panama City.

The Government of Panama does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting year, the government intensified public awareness campaigns and stepped up efforts to work with NGOs to improve services for trafficking victims. The government made some progress in its efforts to investigate and prosecute trafficking crimes, though there were no convictions reported during the reporting period. The government should allocate additional resources for law enforcement to receive training and more vigorously conduct trafficking investigations and prosecutions in the capital and other parts of the country. It should also ensure that foreign workers are informed of their rights and the services available to assist and protect trafficking victims.

Prosecution

The Government of Panama made some progress in investigating and prosecuting trafficking crimes over the reporting period. New investigations of the trafficking of women and children for sexual exploitation increased from three in 2004 to seven in 2005. Panama's 2004 anti-trafficking law focuses on commercial sexual exploitation and assigns penalties of five to 10 years in prison. This law has not yet resulted in any trafficking convictions, but three prosecutors in the Attorney General's Office have been designated to handle trafficking cases and four cases have moved to various stages of prosecution. Eight Panamanian National Police officers in Darien Province remained under investigation subsequent to their arrest in March 2005 for rape, commercial sexual exploitation, and corruption of minors. The police anti-trafficking unit in the capital operated with a staff of three officers and inadequate resources. Police officers in other parts of the country had insufficient training to conduct trafficking investigations.

Protection

The Panamanian government made modest efforts to assist trafficking victims. Most services were concentrated in or near Panama City. Anti-trafficking laws require the government to provide legal, medical, and psychological services for victims. The government operated a police hotline for victims of crime and a Ministry of Social Development hotline for reporting abuse. A unit at police headquarters in Panama City provided medical, psychological, social, legal, and translation services to assist victims of crime. The government also referred victims to NGOs and provided limited financial

support for NGOs working with at-risk children and victims of abuse and violence, including trafficking victims. The government operated shelters, but they were not designated for trafficking victims. Juvenile trafficking victims were placed with foster families or referred to a government or NGO shelter. Local businesses use the “alternadora” visa system to bring in mostly Colombian women for Panama’s legalized sex trade. Panamanian authorities failed to confirm how many “alternadora” permits were issued or renewed or whether any applicants were interviewed to provide information to them about laws against trafficking for commercial sexual exploitation or to identify indications of trafficking. The National Migration Service contended that illegal migrants who were found in Panama’s commercial sex trade were screened and determined not to be trafficking victims before they were deported. However, authorities were not able to confirm how many women were deported or how many of them were interviewed by officials trained to detect trafficking.

Prevention

The government made additional progress in prevention activities during the reporting period. CONAPREDES, the anti-trafficking coordinating agency, launched a poster, radio, and television campaign against commercial sexual exploitation that included some warnings directed at adult males who seek commercial sex with minors. CONAPREDES also produced and distributed handouts on commercial sexual exploitation and worked with the National Council of Reporters to educate journalists about trafficking issues and enlist their support in raising public awareness.

PARAGUAY (TIER 2)

Paraguay is a source and destination country for women and children trafficked for the purposes of sexual exploitation and forced labor. Paraguayan victims are primarily trafficked to Argentina, Spain, and Brazil. This transnational trafficking appears to be increasing; authorities in Spain have identified a growing number of Paraguayan victims exploited in prostitution and forced labor. Poor children are also trafficked within the country, from rural to urban areas for sexual exploitation and involuntary domestic servitude. Recruiters of all types of trafficking are typically Paraguayan. Trafficking of Paraguayan and Brazilian women and girls, principally for sexual exploitation, remains an ongoing problem in the tri-border area of the Brazil-Paraguay-Argentina border.

The Government of Paraguay does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government worked with governments of destination countries to disrupt trafficking networks, conducted local investigations related to the movement of Paraguayan victims abroad, extradited one trafficking suspect, and raised trafficking awareness. The government should increase activity focused on investigating and prosecuting traffickers, commit more resources for key agencies leading the fight against trafficking, and expand services to victims, particularly outside the capital.

Prosecution

The government made modest law enforcement progress against traffickers over the past year but needs to do more in the face of the country’s growing trafficking problem. Authorities prosecuted one case resulting in the upholding of convictions against two of three traffickers convicted in 2004. Three additional first-time prosecutions were pending at the end of the reporting period. Officials

identified 20 new international trafficking cases and extradited one suspect from Spain. Several agencies tracked transnational cases, but no agency tracked actions against internal trafficking. Paraguay's basic anti-trafficking statute prescribes up to 10 years' imprisonment for trafficking offenses. Laws are adequate to address most forms of trafficking and sexual exploitation of minors, but more aggressive enforcement efforts are required. No substantiated case of officials complicit in trafficking was reported over the last year.

Protection

The government's modest investment in victim assistance remained inadequate over the reporting period, failing to assist victims outside the capital. The government provided victims with legal, medical, and psychological services in Asuncion; such assistance ended once they returned to their home communities. The government did not operate any shelters, and NGOs were the principal source of assistance outside the capital. The Secretariat for Repatriations facilitated the return of 64 Paraguayan victims of transnational trafficking, largely through identifying non-governmental funding sources. Local authorities in Asuncion and Ciudad del Este screened potential victims and referred them to NGOs.

Prevention

The government initiated national trafficking prevention activities but efforts were inadequate for a source country with a growing trafficking problem. Seminars were conducted by the Secretariat of Women's Affairs in five cities for judges, prosecutors, police, and community activists to improve victim detection. Posters distributed by government authorities also raised public awareness. The government should train more officials to identify trafficking and work with local communities to protect victims and deter their recruitment.

PERU (TIER 2 WATCH LIST)

Peru is primarily a source country for women and children trafficked internally for the purposes of sexual exploitation and forced domestic labor. Most victims are girls and young women moved internally from rural to urban areas or from city to city, and lured or coerced into prostitution in nightclubs, bars, and brothels. Peruvians have also been trafficked for sexual exploitation to Spain, Japan, the United States, and Venezuela for the purpose of labor exploitation. The government also acknowledges that sex tourism occurs, particularly in the Amazon region of the country.

The Government of Peru does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Peru is placed on Tier 2 Watch List for its failure to show evidence of increasing efforts to eliminate trafficking over the previous year. The government failed to achieve progress in key areas such as the prosecution of traffickers and the provision of protective services for trafficking victims. Despite these deficiencies, the government demonstrated progress in other areas: it trained officials and key community stakeholders regarding new laws against commercial sexual exploitation and sex tourism; conducted a demand reduction campaign to combat sex tourism in the Amazon; published a comprehensive review of its anti-trafficking efforts; and sent to Congress new anti-trafficking legislation. The government should prosecute trafficking cases more promptly and increase protection for victims.

Prosecution

The Government of Peru demonstrated no significant progress in investigating and prosecuting traffickers over the last year. The Peruvian National Police Investigative Section on Trafficking in Persons Crimes, a six-person section responsible for investigating trafficking throughout the country, opened four new investigations and continued work on two older cases. The Public Ministry, which prosecutes cases, reported that 11 individuals were under investigation or prosecution for trafficking crimes, but no traffickers were convicted. Police raids targeting clandestine brothels suspected of exploiting minors in prostitution decreased in comparison with the previous reporting year. Peru's criminal code contains a number of articles that can be used against trafficking activities, but anti-trafficking statutes only address commercial sexual exploitation. The government recognized this deficiency and sent new legislation to Congress to broaden the scope of anti-trafficking laws. There were no confirmed reports of government officials involved in trafficking. However, in light of corruption problems endemic throughout Peru, the government should investigate possible trafficking complicity among security personnel.

Protection

The government made minimal progress in its efforts to protect victims during the reporting period. Victims were not treated as criminals and could seek help at government domestic violence shelters, but these facilities lacked the long-term care and rehabilitation services trafficking victims require. The government provided modest support, usually in the form of in-kind contributions, for some NGOs providing services to victims. A government hotline for domestic violence victims was expanded to also serve trafficking victims. Authorities typically interviewed and released adult victims; underage victims were returned to their families or referred to NGOs. Legal assistance and witness protection for victims were sorely lacking.

Prevention

The government significantly expanded its own efforts to educate the public and train officials during the reporting period and worked productively with NGOs and international organizations that conducted outreach programs. The government published its first annual comprehensive review of anti-trafficking efforts in Peru in late 2005. The government also worked with the tourist industry to launch an information campaign targeting potential sex tourists visiting the Amazon, and the Ministry of Women and Social Development trained 1,350 key officials and activists throughout Peru on new laws that address trafficking and sex tourism.

THE PHILIPPINES (TIER 2)

The Philippines is a source, transit, and destination country for men, women, and children trafficked for the purposes of sexual exploitation and forced labor. A significant share of the over one million Philippine men and women who go overseas each year to work as domestic servants or in the construction and garment industries are subjected to conditions of involuntary servitude. Women are often lured abroad with false promises of legitimate employment and are trafficked to destinations throughout Asia, the Middle East, Africa, Europe, and North America. A large percentage of the Philippine women who migrate legally to Japan as overseas performing artists are believed to have been trafficked for commercial sexual exploitation. To a lesser extent, the Philippines is a transit point and destination for women from the P.R.C. who are trafficked for sexual exploitation. There is substantial

internal trafficking within the Philippines, primarily from rural to urban metropolitan areas, and sexual exploitation of children. Endemic poverty, a high unemployment rate, a cultural propensity toward migration, a weak rule-of-law environment, and sex tourism all contribute to significant trafficking activity in the Philippines.

The Government of the Philippines does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Over the last year, the Philippine Government stepped up efforts to implement its anti-trafficking law and made initial progress in implementing strategies to combat trafficking in persons, particularly in prosecuting human traffickers. Following the imposition by the Japanese government of stricter requirements for entertainer visas, the number of Japanese entertainer visas given to Philippine women has dropped by almost half in 2005 as compared to 2004. Government action should focus on prosecuting and convicting traffickers and public officials involved in trafficking.

Prosecution

The Philippine Government made discernible progress in its anti-trafficking law enforcement efforts in 2005. In particular, the government made progress in prosecuting human traffickers. During the last year, 67 cases were under preliminary investigation and another 31 cases were filed for prosecution under the 2003 anti-trafficking law. Of those, two cases resulted in the conviction of four individuals for trafficking offenses, with courts handing down life imprisonment sentences to the traffickers and awarding compensation to the victims. There were two additional cases that led to convictions under the 2003 anti-trafficking law, but the alleged traffickers pled guilty to a lesser offense under that law – an offense that does not constitute trafficking – and were sentenced to six months of community service and a fine instead of imprisonment. The Philippine Department of Justice tripled the number of prosecutors at the national level handling trafficking cases and assigned additional prosecutors at the regional level to focus on trafficking cases, resulting in a four-fold increase in the number of investigative cases presented for prosecution under the 2003 anti-trafficking law. The Philippine Secretary of Justice also issued a directive ordering all prosecutors to give preferential attention to trafficking cases and to oppose and object to any motions for dismissal due to lack of testimony by witnesses in trafficking cases or where the defendant had made a financial settlement with the victim or other family members. Corruption and a weak judiciary remain serious impediments to the effective prosecution of traffickers. Despite widespread reports of law enforcement officials' complicity in trafficking, the government prosecuted only one such official. The Philippine Government continued to sponsor training programs for police and prosecutors to help them pursue cases more effectively under the 2003 anti-trafficking law.

Protection

During the reporting period, the Philippine Government continued to sponsor impressive protection efforts for trafficking victims. The government's witness protection program, however, lacks the budget to accommodate the large number of trafficking victims. The anti-trafficking law passed in 2003 affords trafficked persons rights as victims and protects them from legal punishment. The government established arrangements with NGOs and Philippines embassies in destination countries to provide overseas workers who had been exploited with temporary shelter, counseling, and medical assistance. It also continued to provide a range of protective services to trafficking victims, including temporary residency status, relief from deportation, shelter, and access to legal, medical, and counseling services. The Philippine Government continued to promote training programs for law enforcement and immigration officials on methods of dealing with victims.

Prevention

Efforts to raise awareness of trafficking continued in the Philippines with senior government officials frequently speaking out about the dangers of trafficking. Fourteen government agencies also coordinate the Philippine Government's anti-trafficking efforts, much of which is prevention-oriented. The Philippines has a national action plan to address trafficking in persons.

POLAND (TIER 1)

Poland is a source, transit, and destination country for women and children from Ukraine, Moldova, Romania, and Bulgaria trafficked for the purpose of sexual exploitation. There were isolated reports of Vietnamese nationals trafficked to Poland for labor exploitation. Polish women are trafficked to Germany, Italy, Belgium, France, the Netherlands, Japan, and Israel for purposes of sexual exploitation. The reported number of victims forced to work in the agricultural industry, sweatshops, and begging rings continued to increase in 2005.

The Government of Poland fully complies with the minimum standards for the elimination of trafficking. Poland continued to improve its anti-trafficking efforts over the last year by enacting its second national action plan, approving its first-ever national budget allocation for foreign trafficking victims' assistance, and commendably created a two-month reflection period for foreign victims, providing them with temporary residence and assistance. The government should increase victim sensitivity training for law enforcement officers and continue to look into reports of trafficking-related government corruption.

Prosecution

The Government of Poland sustained its efforts to prosecute trafficking crimes over the last year. Police initiated 22 new trafficking investigations and continued work on 22 previous investigations. Authorities prosecuted 43 individuals for trafficking crimes, resulting in 37 convictions. Sentencing data was not available for 2005; however in 2004, of the 16 traffickers convicted, one trafficker will serve a sentence of one to two years in prison, eight traffickers will serve sentences of three years, and four traffickers will serve three to five years; three traffickers received suspended sentences and will not serve prison time. The Polish National Police participated in several bilateral task forces with other governments through which they exchanged information, tracked the movement of traffickers and victims across borders, and coordinated repatriation of victims. In 2005, Polish police trained counterparts from Ukraine, Moldova, and Belarus on how to detect, prevent, and assist trafficking victims. Although there were no reports of government involvement or complicity in trafficking, there were reports of victim harassment and other abuses by police officers. There were also unconfirmed reports that local police have taken bribes to ignore known trafficking activity.

Protection

The Government of Poland continued to make progress in protecting and assisting victims. In 2005, the government amended its Law on Aliens to include a provision that offers foreign trafficking victims a two-month reflection period during which they are given residency in Poland while they decide whether or not to participate in the prosecution of their trafficker. During this reflection period, foreign victims are provided with assistance and support

administered through an NGO. Thirty-seven foreign victims assisted law enforcement efforts in 2005. Under Polish law, foreign victims are not eligible for various state-provided services that Polish victims may receive; to remedy this, the government allocated \$80,000 to an NGO to provide assistance to foreign victims. This NGO assisted 79 foreign victims in 2005. Local governments also provided funding to other anti-trafficking NGOs and shelters. The Ministry of Foreign Affairs cooperated with NGOs and funded the repatriation of victims to Poland.

Prevention

Poland continued to improve its anti-trafficking public awareness efforts over the last year. NGOs and various ministries cooperated on four separate educational campaigns during 2005. An NGO generated educational materials, and school officials disseminated them to public secondary school pupils in four large cities. The same NGO distributed guidebooks on finding safe work abroad to state-run employment offices throughout Poland. Another NGO worked with the Border Guards on a "safe travel" campaign that distributed information, primarily in Russian, to potential victims on employment laws and included contact information for anti-trafficking NGOs and other helpful authorities. This same NGO received a grant from the Ministry of Education to produce educational leaflets to distribute to at-risk groups throughout Poland.

PORTUGAL (TIER 2)

Portugal is primarily a destination and transit country for women, men, and children trafficked from Brazil, Eastern Europe, and, to a lesser extent, Africa. Some victims are trafficked for forced labor. The majority of victims trafficked from Brazil are trafficked for the purpose of sexual exploitation.

The Government of Portugal does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Government of Portugal did not provide full statistical evidence of its law enforcement efforts, and it failed to prescribe punishment sufficiently stringent to deter trafficking in Portugal; virtually all convictions for trafficking resulted in suspended sentences in 2004. The Portuguese Government, through NGOs, provided trafficking victims with protection, support, and reintegration services. The government should aggressively prosecute trafficking cases and seek stronger penalties for traffickers that adequately reflect the heinous nature of the offense. The government should also consider additional focused and highly visible demand reduction campaigns aimed at consumers in Portugal.

Prosecution

The Government of Portugal made inadequate efforts to punish acts of trafficking in 2004, the latest period for which data was available. While the government prosecuted 45 traffickers during the reporting period, only two of 27 traffickers convicted served prison time; the remaining 25 received suspended sentences. The government reported that it actively dismantled trafficking networks in 2005, reducing their overall presence in Portugal. Increased law enforcement coordination led to well-targeted, smart anti-trafficking raids of commercial sexual exploitation sites that ensured the safety of all involved and provided post-rescue care for trafficking victims. During the reporting period, the government continued mandatory anti-trafficking training for its new immigration officers. The training includes a screening of "Lilya 4ever," a movie depicting a sex trafficking victim's ordeal, and presentation of methods of identifying trafficking victims among illegal migrants. In 2005, the

Government of Portugal drafted legislation to increase penalties for traffickers and explicitly define trafficking as a crime. The government continued to cooperate with other European law enforcement agencies in trafficking investigations. In November 2005, it signed an agreement with Spanish police to strengthen border control, which includes a joint police team to address trafficking and smuggling. There were no reports of trafficking complicity among Portuguese public officials during the reporting period.

Protection

The Portuguese Government continued to provide adequate protection to victims of trafficking over the last year. This protection included subsidies for victims to receive shelter, employment, education, and access to medical services, including family reunification. One NGO reported housing and assisting 45 trafficking victims in 2005. The government provided legal residency to many trafficking victims, though most victims in Portugal are repatriated after a three-week stay at government-sponsored shelters. Although there is no national referral mechanism in place, some NGOs have signed memoranda of understanding with the government in order to track, assist, and reintegrate trafficking victims. Victims who are initially detained are later transferred to NGOs for protection and assistance. The government continued to operate 20 National Immigrant Support Centers throughout Portugal to provide immigrants, including trafficking victims, with multi-lingual information and assistance. In 2005, the government renewed funding for an NGO to provide shelter and assistance to trafficking victims and victims of other crimes.

Prevention

The government continued to sponsor anti-trafficking information campaigns and public service announcements throughout the year. It aired various programs on state-run channels to educate and inform the general public, including potential trafficking victims and consumers. In 2005, the Portuguese Government developed and disseminated a national anti-trafficking action plan. The plan includes the establishment of a multi-disciplinary working group, which brings together all relevant stakeholders to more systematically address trafficking in Portugal. This effort also includes the establishment of a statistics-gathering unit within the Ministry of Interior, which should enable the government to more effectively monitor and adjust its approach to combating trafficking.

QATAR (TIER 2 WATCH LIST)

Qatar is a destination country for men and women from India, Pakistan, Bangladesh, Nepal, the Philippines, and Indonesia who migrate willingly, but are subsequently trafficked into involuntary servitude as domestic workers and laborers. The problem of trafficking of foreign children for camel jockey servitude in Qatar — which has been highlighted in previous Reports — was thoroughly addressed by Government of Qatar action over the last year, though independent confirmation of the problem's complete elimination is not yet available.

The Government of Qatar does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Qatar has made noticeable progress in rescuing and repatriating child camel jockeys, establishing a shelter for abused domestic workers, and creating hotlines to register complaints. Nonetheless, Qatar is placed on Tier 2 Watch List for its failure to provide sufficient evidence of increasing efforts to combat trafficking in persons over the last year, particularly with regard to labor exploitation. The government did not prosecute any person on

trafficking charges despite reports of widespread exploitation of foreign domestic workers. Qatar also lacks a screening mechanism to distinguish trafficking victims from illegal immigrants housed in detention centers and should increase referrals to the victim shelter. The Government of Qatar should expand on the progress it made in the summer of 2005 by more widely advertising the existence of its shelter for abused foreign domestic workers and allowing access to that shelter without a referral from the police or certain government agencies.

Prosecution

The Government of Qatar made little progress in increasing prosecutions of trafficking offenses during the reporting period. In July 2005, Qatar banned the use of camel jockeys under the age of 18 and established a committee to monitor compliance with this law. Although it does not have a specific anti-trafficking law, other criminal laws could be applied to combat trafficking, including laws against forced labor. Despite several hundred reports of abuse against expatriate workers, there is no evidence that Qatar has used its laws banning forced labor to prosecute employers or labor recruitment agencies for trafficking. The Government of Qatar should increase investigations and prosecutions of trafficking offenses and should consider enacting a comprehensive anti-trafficking law.

Protection

The Government of Qatar made uneven improvements in its efforts to protect victims of trafficking. Qatar's population of expatriate domestic workers remains unprotected by the country's labor law. The government also lacks a comprehensive system of identifying trafficking victims among the significant number of illegal immigrants kept in detention centers. As a result, trafficking victims are often deported without receiving adequate protective services or compensation for abuse. In addition, sponsorship regulations requiring the sponsor's permission for any travel by the employee can significantly delay the employees' return home. Many expatriate workers awaiting repatriation languish in the detention center for months because they have not received permission to travel from their sponsors. Foreign workers with legal claims against their employers may not leave detention pending resolution of their cases.

Throughout the summer, the government repatriated 200 Sudanese child camel jockeys and plans to facilitate their reintegration through a local quasi-governmental organization. In July 2005, Qatar also founded a shelter that can accommodate 42 victims of domestic servitude and established three multilingual hotlines to register complaints of expatriate workers. Although the shelter is now operational, it is rarely accessed because it requires formal referrals before a victim is admitted. There is also a low level of awareness of the shelter and hotlines despite media coverage of their openings.

Prevention

Qatar's efforts to prevent abuse of foreign workers have not improved considerably over the evaluation period. Although it publicized the opening of the shelter and hotlines for trafficking victims, the government has not pursued broad information campaigns to increase the public's awareness of trafficking. The government published some pamphlets on worker's rights in English and Arabic to distribute to incoming employees and monitors immigration patterns for evidence of trafficking.

ROMANIA (TIER 2)

Romania is a source and transit country for women and girls trafficked for the purpose of sexual exploitation. Females from Moldova, Ukraine, and Russia are trafficked through Romania to Italy, Spain, Germany, Greece, France, Austria, and Canada. There were reports that Romanian boys and young men were trafficked to another Eastern European country for purposes of sexual exploitation. Romanian girls are trafficked within the country for commercial sexual exploitation, and boys are trafficked from Eastern and Northern Romania to urban cities for purposes of forced labor including forced petty theft.

The Government of Romania does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Romania increased its anti-trafficking law enforcement efforts and took steps to improve government coordination of anti-trafficking efforts by creating the National Agency for the Prevention of Trafficking in late 2005; it will receive funding from the national budget and have authority to direct other agencies to act on anti-trafficking initiatives. Romania should work to improve its victim identification methods and establish a functional victim referral system; the national government should work more closely with anti-trafficking NGOs and provide them with stable funding. Police should be better instructed to inform victims about services offered by NGOs. Since many trafficking victims have elected not to enter state shelters, the government should develop other strategies for offering needed services to victims. The government should not fine or in any way penalize trafficking victims.

Prosecution

The Government of Romania significantly improved its law enforcement efforts against trafficking in persons crimes over the last year. Romanian police in 2005 conducted 231 investigations and prosecuted 124 trafficking cases, resulting in the conviction of 235 traffickers — more than a 100 percent increase over the 103 traffickers convicted in 2004. Of the 235 traffickers convicted in 2005, 137 received prison sentences while 98 received no prison time. Sixty-four traffickers received between one and five years in prison; an additional 64 traffickers were sentenced from five to 10 years' imprisonment.

Protection

Romania made modest progress in improving victim assistance and protection over the last year. Seven state-run shelters were operational during 2005. Victims were entitled to medical, legal, and social assistance, although the quality of the care and facilities provided was inconsistent among the various state-run shelters, and funding issues prompted the closure and reopening of several of the shelters during the reporting period. Further, these centers are intended for short-term use only; victims are permitted to stay in the center for 10 days, although this may be easily extended for up to three months and, in special circumstances, beyond three months based on a request by judicial officials. Police and prosecutors are required to inform victims of their right to go to a state-run shelter, but in practice most victims did not utilize the centers because of the short period of assistance offered and the lack of trust by victims in state institutions and procedures. Only 29 of the 175 victims assisted by the government used the state shelters. Victims continued to receive the greatest level of care and assistance from NGOs. Although NGOs did receive some local government funding for victim assistance, overall support was inconsistent and largely inadequate. There was evidence that police fined victims for acts that were a direct result of their having been trafficked.

Prevention

The Government of Romania demonstrated adequate efforts to prevent human trafficking. Romanian law enforcement agencies provided financial support and worked closely with NGOs to target children at high-risk of becoming trafficking victims. The Romanian National Office to Combat Human Trafficking set up seminars and a website for students to increase trafficking awareness. More than 3,000 students participated in NGO and government-organized awareness seminars and classes in public schools in 2005. The government funded a nationwide program focusing on child trafficking; the campaign disseminated anti-trafficking posters, banners, and materials within schools.

RUSSIA (TIER 2 WATCH LIST)

Russia is a source, transit, and destination country for men, women, and children trafficked for various purposes. It remains a significant source of women trafficked to over 50 countries for commercial sexual exploitation. In the Russian Far East, men and women are trafficked to China, Japan, and South Korea for both forced labor and sexual exploitation. Russia is also a transit and destination country for men and women trafficked from Central Asia, Eastern Europe including Ukraine, and North Korea, to Central and Western Europe and the Middle East for purposes of forced labor and sexual exploitation. Internal trafficking remains a problem in Russia; women are trafficked from rural areas to urban centers for commercial sexual exploitation, while forced labor in the maritime industry remains a concern in the Far East. Men are trafficked internally and from Central Asia for forced labor in the construction and agricultural industries. The ILO estimates that 20 percent of the five million illegal immigrants in Russia are victims of forced labor. Debt bondage is common among trafficking victims. Child sex tourism remains a concern.

The Government of Russia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Russia is placed on Tier 2 Watch List for a third consecutive year for its continued failure to show evidence of increasing efforts to combat trafficking, particularly in the area of victim protection and assistance. The government made uneven progress during the reporting period. Although Russia implemented a witness protection program that affords a mechanism to shelter and protect trafficking victims, significantly increased investigations and prosecutions, and improved local government cooperation with NGOs, much more remains to be done. Passage and implementation of comprehensive legislation on victim assistance, which has been anticipated for three years, would greatly improve the status of trafficking victims and would provide much-needed funding for shelters and victim assistance. Today, victim protection and assistance is provided on an ad-hoc basis and is highly dependent upon local and regional authorities. Moreover, the support provided by these local governments is not formalized and dependent upon relationships between NGOs and local government officials. Passage of the proposed legislation would guarantee that victims across Russia receive necessary assistance and would serve to alleviate some of the financial burden currently placed on local authorities. Local governments should work with NGOs to facilitate the establishment of more trafficking shelters in Russia.

Prosecution

Russia demonstrated improved law enforcement efforts during the reporting period. Police significantly increased the number of trafficking investigations from 26 in 2004 to 80 in 2005; 60 of these investigations were sexual exploitation cases and 20 were forced labor cases. Authorities also notably

increased criminal prosecutions five-fold, conducting 53 prosecutions in 2005, up from 11 in 2004. Courts convicted at least nine traffickers and sentenced six traffickers to time in prison. Trafficking sentences ranged between three and one-half years and eight years in prison. Russia needs to develop a system to better track convictions and sentences of traffickers.

The government conducted several joint trafficking investigations with other governments. In 2005, Russian authorities assisted in the successful prosecution and conviction of four traffickers in the United States, and provided critical assistance to the U.S. prosecution of an American citizen who allegedly sexually exploited trafficked children in St. Petersburg. The Ministry of Interior (MVD) and anti-trafficking NGOs completed a trafficking manual that has been used by several police units to assist officers in field investigations. The Ministry of Interior and NGOs also conducted three joint training seminars on investigative techniques for police instructors from regional police academies; these instructors then conducted instructional seminars for cadets at their respective MVD academies. Approximately 120 police instructors were trained in 2005 by NGO-sponsored anti-trafficking seminars. Although this progress is notable, the need for additional trainings for law enforcement and judicial officials remains.

While the Russian constitution prohibits the extradition of Russian citizens, Russia does permit the extradition of others. In 2005, Russia cooperated with Israeli authorities and extradited to Israel a man charged with trafficking women from Uzbekistan and Ukraine. Corruption remained a serious problem in Russia; corrupt police officers and border guards reportedly accepted bribes to facilitate or protect trafficking. The extent and thoroughness of investigations into trafficking corruption is unknown; however, over the last year, authorities investigated at least four trafficking cases involving corrupt government officials, including a June 2005 case involving a drug enforcement agent who beat and sold unsuspecting Uzbek migrants to slave traders for \$15 each. An NGO reported instances where several prosecutors resigned during the course of trafficking prosecutions because they were either threatened or bribed. Concern remains over the lack of vigorous punishment of trafficking-related corruption.

Protection

The Government of Russia again failed to provide adequate protection to victims of trafficking. The number of trafficking shelters in Russia remained insufficient. Although an internationally funded shelter is expected to open in Moscow in spring 2006, shelter space in the city of approximately 8.3 million people remains greatly needed. At least three Russian trafficking victims were re-trafficked in 2005, due in part to the lack of a trafficking shelter in Moscow; the victims returned to Moscow and, because they had nowhere to go, were identified by their traffickers and quickly re-trafficked. Furthermore, there are no trafficking-specific shelters east of the Ural Mountains. Although some municipalities run child shelters that assist child trafficking victims, all adult trafficking shelters are managed by NGOs and most do not receive government funding or assistance. Only one NGO-run shelter receives financial support from its local government; another shelter is provided with free office space by the local government. Local governments have expressed their support for the passage and implementation of the comprehensive legislation as it will provide much needed funding for shelters and victim assistance in local municipalities.

Assistance provided to trafficking victims remained inconsistent and inadequate. The government relied on NGOs to provide adult victims with legal, medical, and psychological assistance. Foreign trafficking victims, like all foreigners in Russia, cannot receive medical treatment unless they are able to pay for it, though at least one local government provided medical assistance to foreign trafficking victims while

another local government provided psychological counseling. Authorities used the new witness protection law in 2005 to assist four Russian trafficking victims in two cases; the victims were placed in protective housing and their identities were changed. The witness protection program guarantees social, employment, and medical benefits for all qualifying victims. Although there were no reported cases of foreign victims being deported in 2005, there is currently no formal program that grants foreign trafficking victims legal residency in Russia while a trafficking case is investigated and prosecuted. Currently, victims are permitted to stay in Russia during the investigation and prosecution of their respective case; this decision is made at the discretion of the police and prosecutors involved in the victim's case. There is currently no system in place to track the number of foreign victims identified by law enforcement. There is also no system in place to calculate the number of foreign victims that were successfully repatriated.

Authorities increased their level of coordination with NGOs over the last year. In one city, NGOs and police signed a formal victim referral agreement. Several NGOs also reported informal agreements with police for victim referral. There were no reported cases of victims being prosecuted in 2005, but there is no current legal protection to prevent authorities from prosecuting a victim for visa fraud, bribery, or border violations that directly result from their being trafficked.

Prevention

Some local governments increased their cooperation and in-kind support for NGOs working to raise public awareness in several cities; this support was often in the form of office space, utilities, and coverage in the local media. Some NGOs received financial assistance to cover operating costs while at least five received grants to conduct specific outreach and awareness raising projects. Students from a state-funded university in Smolensk worked with local authorities to conduct anti-trafficking awareness training for more than 4,000 students. In 2005, the government provided amnesty to more than 7,300 illegal migrants working in Russia; this preventative measure made those workers less vulnerable to labor exploitation, which is the principal form of trafficking in Russia.

RWANDA (TIER 2)

Rwanda is a source country for children trafficked for the purposes of sexual exploitation and child soldiering. As a result of extreme poverty, deficient education, and lack of family support, a small number of Rwandan girls resort to prostitution. There were no reports of brothels, organized sex trafficking networks, or of women or girls being lured to urban areas or sold into commercial sexual exploitation. However, there were limited reports of older women working in loose association with younger girls, an activity which may constitute trafficking in persons. While living as refugees in Democratic Republic of the Congo, some children of Rwandan background were trafficked by armed rebel groups for forced labor and child soldiering; numbers of returning child ex-combatants decreased in 2005, but more are expected to be repatriated in the future.

The Government of Rwanda does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. While the government continued its notable efforts to protect former child soldiers and increased the availability of information regarding its anti-trafficking efforts, it lacked specific information on

arrests, prosecutions, and convictions of traffickers. To enhance its anti-trafficking efforts, the government should consider the passage of a comprehensive anti-trafficking law, clarify which court cases, if any, involving rape and child labor constitute human trafficking, and further assess the situation of children in prostitution.

Prosecution

The government expanded its anti-trafficking law enforcement efforts over the last year. Rwanda lacks a specific anti-trafficking law, but statutes criminalizing slavery, coerced prostitution, kidnapping, and child labor could be used to prosecute traffickers. Police reportedly conducted regular counter-prostitution operations; the specifics of these investigations are unknown, as are the statistics on prosecutions of those who utilized or exploited children in prostitution. At an August 2005 meeting with the management of Kigali hotels, night clubs, and guest houses, the National Police called for adherence to the law prohibiting access by unaccompanied children to such establishments; police posted the law in businesses throughout the city. The government provided police with training on sex crimes and crimes against children during the year. Through close coordination among the military, national police, immigration, and intelligence services, the government closely monitored security checkpoints for any evidence of trafficking through an extensive system of security checkpoints and regular inspections of vehicle cargo, and by checking the identification of adult males traveling with children without an adult female. Such inspections yielded no reported cases of trafficking in persons. In early 2005, there were allegations of the involvement of the Rwandan Defense Forces in the recruitment of child soldiers from two refugee camps in Rwanda. Senior officials stated that recruitment of child soldiers was against government policy and investigated the incidents in May. There have been no further reports of any recruitment of child soldiers from refugee camps.

Protection

The government increased its efforts to protect trafficking victims during the year. The Rwandan Demobilization and Reintegration Commission (RDRC) broadcast radio programs in eastern D.R.C. reiterating the government's policy of accepting all returnees who disarm and renounce violence, and granting immunity from prosecution for war crimes to anyone who was under 14 years of age during the 1994 genocide. As a result, some Rwandan child combatants voluntarily fled the Democratic Forces for the Liberation of Rwanda, an armed rebel group operating in eastern D.R.C., and returned to Rwanda. The RDRC continued operation of a center for child ex-combatants, which provided three months of care and education to returning children; 39 children resided at the center in March 2006. The RDRC worked with local authorities and an NGO to locate the children's families, and social workers sensitized the families before their child's return. During the period, 104 former child soldiers were reunited with their families and the government followed up with 364 previously returned children to assess the success of their reintegration. The lack of child labor inspectors, combined with a dearth of vehicles and fuel, made regular inspections of child labor usage difficult; however, there were no reports of internal trafficking of children for forced labor. The Ministry of Gender worked with NGOs to provide health services, housing, and vocational training to children engaged in prostitution.

Prevention

The government focused its limited resources on addressing the root causes of the engagement of children in prostitution during the period. In February 2005, the inter-ministerial National Consultative Committee on Child Labor was established to draft a national child labor action plan; a first draft of the plan was released in August 2005, focusing on educational and vocational alternatives for girls who

head households and the final draft is scheduled for adoption in May 2006. The government developed and broadcasted radio programs, including two radio debates in June and October, to raise public awareness of child sexual exploitation and related legal reforms. The Ministry of Education's "catch-up program" provided services to 1,800 vulnerable unschooled children, including domestic workers, heads of households, and street workers, between the ages of nine and 14. In October, the Rwandan Women Parliamentary Forum organized meetings throughout the country to heighten awareness among potential trafficking victims of gender-based violence.

SAUDI ARABIA (TIER 3)

Saudi Arabia is a destination country for workers from Bangladesh, India, Sri Lanka, Nepal, Indonesia, an indeterminate number of whom are subjected to conditions that constitute involuntary servitude. There were reports that victims are subjected to physical and sexual abuse, non-payment of wages, confinement, and withholding of passports as a restriction on their movement. Domestic workers are particularly vulnerable because some are confined to the house in which they work, unable to seek help. Saudi Arabia is also a destination country for Nigerian, Yemeni, Pakistani, Afghan, Somali, Malian, and Sudanese children trafficked for forced begging and involuntary servitude as street vendors. There were also reports that some Nigerian women were trafficked into Saudi Arabia for commercial sexual exploitation.

The Government of Saudi Arabia does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Although the government took some steps to combat trafficking, it disputed the extent to which trafficking occurred in the Kingdom. The government identified a Ministry of Foreign Affairs official as a point of contact for anti-trafficking issues; he collects data on prosecutions, prevention, and victim assistance. The government prosecuted a few cases of abuse against expatriate workers under Saudi criminal laws during the past year. However, reports indicated that the government did not adequately protect victims, sometimes arresting, punishing, and deporting them instead. Saudi Arabia should significantly increase criminal investigations and prosecutions of abusive employers, enforce existing laws that punish employers who abuse foreign workers, and impose appropriate sentences for such crimes. The government should also take steps to ensure that trafficking victims are not detained or punished, and institute a screening mechanism to distinguish trafficking victims from among the thousands of undocumented illegal workers it deports each year for immigration violations and other crimes. In addition, the government should expand public awareness campaigns to educate employers on the rights of foreign workers and the consequences of violating those rights.

Prosecution

The Government of Saudi Arabia's efforts to punish trafficking crimes over the last year were inadequate. Effective prosecution of trafficking crimes is inhibited by weak enforcement of existing laws and regulations protecting employees from harsh treatment, a lack of judicial transparency, and a lack of a comprehensive anti-trafficking law that specifically criminalizes trafficking, provides adequate punishment, including imprisonment for serious offenders, and includes provisions for the protection of domestic workers. The penalties of fines and business restrictions in lieu of imprisonment were inadequate to deter violations. Saudi law states that sponsors and employers may not retain the passports of their employees, but the government does not actively enforce this law.

In February 2006, the government collaborated with UNICEF to sponsor a series of workshops and modules to train regional security officials to recognize and investigate trafficking in persons cases. UNICEF also trained Saudi social workers to assist street children, some of whom may be victims of trafficking, in Jeddah, Riyadh, and Dammam. The Saudi Embassy in Washington, DC is also pursuing training by the U.S. Department of Homeland Security, the FBI, and the National Center for Missing and Exploited Children, for Saudi judges, prosecutors, and investigators. The government also cooperated with Nigeria in investigating and prosecuting cases involving the trafficking of Nigerian women to Saudi Arabia for commercial sexual exploitation.

Saudi Arabia should pass a comprehensive anti-trafficking law, significantly increase criminal prosecutions, and impose sufficient penalties for such acts. The government should enforce existing Islamic laws that forbid the mistreatment of women, children, and laborers, and specifically extend protection to foreign domestic workers.

Protection

During the year, Saudi Arabia did not take adequate measures to protect victims of trafficking. Although the government and several Saudi NGOs operate shelters for abused domestic workers and trafficked children, some victims of trafficking claimed that they had to rely on the embassies of their country of origin for assistance and protection because they did not receive adequate protection from the Government of Saudi Arabia and were treated poorly. In a case that received considerable international attention in 2005, a severely injured Indonesian maid filed a complaint against her Saudi employers (husband and wife), claiming they had tortured her. The maid was subsequently sentenced to 79 lashes because she purportedly had made contradictory statements, although this decision was later reversed. Nonetheless, while the court sentenced the wife to 35 lashes for beating the maid, the husband was not punished.

Domestic workers who ran away from their sponsors claiming ill-treatment often experienced difficulty finding assistance. Victims who run away from their sponsors may be arrested, sentenced, and deported without any screening to determine whether they are trafficking victims. Some victims claim difficulty receiving consular access, accessing national and international NGO assistance, or receiving legal or social counseling in their own language. In January 2006 alone, approximately 1,000 foreign domestic workers, who had filed complaints of abuse or non-payment of wages against their employers, accepted a special government offer of monetary incentives and free repatriation, apparently in frustration with a lack of legal alternatives in Saudi Arabia. Additionally, victims filing criminal and civil complaints against their abusive employers often were reportedly denied assistance in filing claims, were interrogated without consular or legal counsel, and were prosecuted without legal representation.

Saudi Arabia cooperated with the Government of Yemen to repatriate Yemeni children trafficked into the Kingdom for begging, and provided monetary compensation to some victims prior to deportation. The Saudi Government also relied on private charitable organizations and UNICEF to assist child victims. The Government of Saudi Arabia should properly identify trafficking victims to protect them from incarceration and punishment. The government should also screen foreign workers deported every year to identify and protect victims of trafficking among them. In addition, Saudi Arabia should improve its collaboration with labor source country embassies to identify and protect trafficking victims.

Prevention

This year, Saudi Arabia's efforts to prevent trafficking in persons were insufficient. The government acknowledged a problem with the mistreatment of foreign workers, and in November, the government began distributing guidelines written by the Ministry of Labor explaining workers' rights and identifying available assistance resources to all source country embassies and to arriving workers at ports of entry. Nevertheless, serious logistical and coordination deficiencies existed among the ministries involved in implementing anti-trafficking efforts. In addition to increased media coverage of cases involving foreign workers, the government should institute a broad public awareness campaign to inform Saudi employers of their obligations towards foreign workers.

SENEGAL (TIER 2)

Senegal is a source, transit, and destination country for women and children trafficked for forced labor and sexual exploitation. Boys are trafficked within Senegal for forced labor, particularly for begging by Koranic teachers called *marabouts*. Girls are trafficked within Senegal for domestic servitude and sexual exploitation. Boys are trafficked to Senegal from The Gambia, Guinea-Bissau, Mali, and Guinea for forced labor and begging. Women and girls are trafficked from Senegal to neighboring West African countries, the Middle East, Europe, and to a lesser extent, North America. They are also trafficked to Senegal from neighboring West African countries and from these countries through Senegal to the Middle East and Europe.

The Government of Senegal does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To strengthen its trafficking response, Senegal should increase efforts to enforce its anti-trafficking law, coordinate inter-ministerial anti-trafficking efforts, and educate government officials and the public about trafficking.

Prosecution

The Government of Senegal showed increased law enforcement efforts to combat trafficking during the reporting period. In April 2005, the National Assembly passed a comprehensive anti-trafficking statute. As yet, there have not been any prosecutions under the new law. Two *marabouts* were convicted for subjecting boys to forced begging under child abuse laws, however. In addition, a foreign national was convicted for sexually exploiting a 15-year-old boy he had picked up at a home for destitute children. He was sentenced to five years in prison, but on appeal his sentence was reduced to three months. The Ministry of Tourism established a tourism police unit to investigate child sex tourism, but the unit is not yet operational. Senegal entered into a multilateral agreement with nine other West African nations and cooperated with Guinean officials to arrest two Senegalese traffickers in Guinea in February 2006. The government is collaborating with UNODC to establish local and regional "Houses of Justice" to resolve child exploitation cases through mediation.

Protection

The Government of Senegal sustained a strong commitment to protect trafficking victims during the reporting period. The government continued to operate a shelter that has a 24-hour toll-free hotline for children in distress, including trafficking victims. Between June 2003 and May 2005, the shelter received 4,137 children and 150,417 calls. The government cooperated with the Government of Mali and IOM to repatriate 54 child trafficking victims from Senegal to Mali.

Under the new trafficking law, victims cannot be punished for unlawful acts that are a result of their being trafficked.

Prevention

Senegal demonstrated modest efforts to raise awareness about trafficking in persons. Senegal's President spoke publicly against human trafficking in April 2005 and the Family Minister publicly highlighted the threat of child trafficking numerous times. While the government continued to work with an NGO to assess the problem of child sex tourism, it has not yet conducted a study of the trafficking of adults for sexual exploitation. In collaboration with UNICEF, the Ministry of Education is planning a project to establish 80 modernized Koranic schools to help stop the exploitation of boys by religious leaders. Although the High Commissioner for Human Rights, as the national anti-trafficking coordinator, established an inter-ministerial technical group against trafficking in 2005, awareness of trafficking among some key government officials remains low.

SERBIA AND MONTENEGRO (TIER 2)

The union of Serbia and Montenegro (SaM) is a source, transit, and destination country for women and girls trafficked within the country and transnationally for the purpose of sexual exploitation. Victims identified in Serbia and Montenegro in 2005 came from SaM, Moldova, Ukraine, Russia, Romania, Bulgaria, and Croatia. Victims trafficked from or through the union were often trafficked through Croatia, then on to Western Europe. Roma children were trafficked internally for forced begging. IOM reported a growing trend in internal trafficking involving both Serbian and Montenegrin victims; a number of these cases involved repeated exploitation of the victims. An estimated 30-50 percent of females in prostitution in Montenegro are victims of trafficking; of that number, one-half are children.

The Governments of constituent republics Serbia and Montenegro, to which most authority has devolved, do not fully comply with the minimum standards for the elimination of trafficking; however, they are making significant efforts to do so. The two republics do not share counter-trafficking institutions, but conduct joint counter-trafficking activities on an ad hoc basis; this Report provides a separate analysis for each. Montenegro made tangible strides in prosecution and protection; Serbia increased efforts to protect victim witnesses, but law enforcement efforts remained weak. Both republics failed to take action against public officials complicit in trafficking. The Tier 2 designation is based on the weighted aggregate for both republics which, due to the significant efforts made by Montenegro, showed evidence of increasing efforts in 2005.

The Government of the Republic of Serbia made some modest, but unbalanced progress in its law enforcement response and victim protection in 2005. During the reporting period, a few major trafficking cases proceeded quickly; however, others languished in Serbian courts. The government issued a higher number of humanitarian visas for trafficking victims and began implementing a new witness protection law. Traffickers continue to receive relatively light punishment, but maximum sentencing improved to six-to-eight years in some cases. The government should institutionalize a referral mechanism to continue the increase in identification and protection for trafficking victims in Serbia. It should ensure its witness protection law is fully applied, to prevent re-traumatizing trafficking victims who are willing to assist law

enforcement and testify against their traffickers. The government should continue to investigate and prosecute allegations of trafficking-related corruption and continue to take steps to improve the adjudication of trafficking cases.

The Republic of Montenegro made concrete progress in its overall anti-trafficking efforts in 2005. It increased its trafficking convictions, referred more victims for assistance and protection, and increased resources to assist and protect victims. Traffickers in Montenegro also continue to receive relatively light punishment. The government should institutionalize a referral mechanism to increase identification and protection for trafficking victims in Montenegro and ensure consistent funding for trafficking shelters. It should ensure its witness protection law is fully applied to prevent further harm to trafficking victims who are willing to assist law enforcement and testify against their traffickers. Some traffickers continued to escape official attention due to trafficking-related corruption. The government must vigorously address and prosecute trafficking-related complicity.

THE REPUBLIC OF SERBIA

Prosecution

A new criminal code for Serbia was adopted in July 2005 and became effective on January 1, 2006. It differentiates between trafficking and smuggling and covers all forms of trafficking. In 2005, the Serbian Government investigated 15 cases of trafficking, indicted 34 individuals for trafficking, and convicted 15 traffickers, a decrease from 25 convictions during the previous year. Sentences ranged from two to eight years' imprisonment. Most traffickers, however, are released after serving half of their sentences, following standard practice for all convicted criminals. In March 2006, the Serbian Supreme Court upheld an appeal of a 2004 Belgrade District Court conviction of the "Zarubica" case involving trafficking of women and girls from Moldova. The Supreme Court also increased the prison sentence from 3.5 to 4.5 years. These defendants, however, following standard judicial practice, remain on release, with no date yet set for serving actual imprisonment. Extensive police and border guard training yielded some significant results in 2005; police successfully interdicted two groups of traffickers at a border crossing in February 2006, one involving an international group of Serbians, Ukrainians, and Moldovans attempting to traffic Ukrainian girls into Serbia. There were no reports of trafficking-related corruption; however, there were allegations from one NGO of police complicity in a prostitution ring in Novi Pazar. Local officials from Novi Pazar have not responded to information requests from the NGO about these allegations.

Protection

The police and Agency for the Coordination of Protection to Victims of Trafficking worked together with NGOs to identify and refer 44 victims in 2005. All victims are provided shelter, medical and psychological services, and reintegration assistance; while NGOs provided most of these services, the government funded the salaries for workers in one shelter. The government increased the number of residence permits for victims of trafficking, approving 13 in 2005. The government amended a law to provide free medical services to trafficking victims in 2005; education of service providers is ongoing, as some NGOs reported cases of local hospitals refusing to provide services to victims. In January 2006, Serbia adopted a witness protection law applicable to victims of trafficking and implemented a victim witness protection unit. There were some reports of victims being poorly treated in courts outside Belgrade. Courts often require victims to testify against their traffickers repeatedly for criminal and civil proceedings, creating unnecessary trauma and travel costs. The government mandated that all municipalities establish a response team consisting of one police officer and one social welfare worker

to provide assistance to victims; only a few local teams were active and functional in 2005, others failed to be responsive or have yet to be designated. Although Serbian police are responsible for the initial identification of trafficking victims, five victims were inappropriately detained, one of whom was deported in 2005. The police subsequently identified them as victims and transferred the four remaining victims to a shelter.

Prevention

The government's anti-trafficking prevention activities remained nascent in 2005; NGOs continued to organize and fund the majority of Serbia's public information campaigns. NGOs participate in the government's anti-trafficking team and subgroups; however, the national team met only periodically throughout the reporting period and one subgroup did not meet at all. In 2005, the National Council developed and implemented a National Action Plan in consultation with NGOs. The National Council drafted an anti-trafficking strategy for 2006-2009 and submitted it to the Serbian Government for approval; the Prime Minister's office has yet to approve the strategy, but elements of the Action Plan, consistent with the proposed strategy, continue to be implemented. NGOs distributed anti-trafficking awareness pamphlets and posters to Serbian youth to warn them about becoming victims of trafficking. Consular officers sought to prevent trafficking into Serbia by refusing over 4,000 visa applications from known countries of origin.

THE REPUBLIC OF MONTENEGRO

Prosecution

The Government of the Republic of Montenegro improved its law enforcement response to trafficking and increased its investigations and convictions of traffickers during the reporting period. In 2005, the government issued five indictments against seven individuals, initiated 14 investigations of trafficking, and convicted six traffickers in three cases. Sentences ranged from six months to five years, and all convicted traffickers are currently serving their sentences. The government continued to provide training to police, prosecutors, judges, and other officials on how to recognize, investigate, and prosecute trafficking. In 2005, in cooperation with Ukrainian officials, the government convicted and sentenced four traffickers to a total of 14 years for trafficking Ukrainian victims to Montenegro for labor exploitation. There were reports that some police and customs officials facilitated trafficking and corrupt officers provided security to commercial sex establishments in 2005.

Protection

The Government of Montenegro demonstrated increased efforts to protect and assist trafficking victims in 2005. It signed a memorandum of cooperation with NGOs to reinforce cooperation to protect and assist trafficking victims; police referred 25 victims to NGOs under the memorandum. In 2005, the government issued formal guidance on the issuance of temporary residence permits to victims of trafficking. Occasionally, police pressured victims to file formal police reports in order to qualify for shelter residency. In January 2006, the Montenegrin government took over funding for a trafficking shelter in Podgorica, which reported housing 28 victims in 2005 and five potential victims as of February 2006. The Republic of Montenegro passed a witness protection law applicable to trafficking victims in 2004, but it has yet to apply it to protect a trafficking victim. Reportedly, border police screen for trafficking victims and informally monitor the border for evidence of trafficking; however, the government has yet to establish a formal referral mechanism to ensure victims are consistently and accurately identified and referred to NGO shelters. IOM reported that on rare occasions some potential trafficking victims were prematurely deported.

Prevention

In 2005, the Montenegrin Government, in cooperation with one NGO, organized workshops in many high schools and elementary schools to raise awareness and ways to recognize the potential risks of trafficking. The office of the national coordinator required monthly anti-trafficking progress reports from all relevant state agencies and the Ministry of Labor and Social Welfare organized a seminar on trafficking in children. In 2005, the government updated its 2003 National Anti-Trafficking Strategy and various ministries adopted tailored action plans as required by the strategy.

KOSOVO

Kosovo, while technically a part of Serbia and Montenegro, continued to be administered under the authority of the United Nations Interim Administrative Mission in Kosovo (UNMIK) in accordance with UN Security Council Resolution 1244 (1999). Since June 1999, UNMIK has provided transitional administration for Kosovo, and retains ultimate authority over anti-trafficking roles such as police and justice, but is slowly transferring capacity to local institutions. UNMIK is aware of the trafficking problem in Kosovo and continued to conduct anti-trafficking efforts with the OSCE, the Provisional Institutions of Self-Government (PISG), and local and international NGOs. Responsibility for social support to victims of trafficking is shared by UNMIK, PISG, and international organizations.

Kosovo is a source, transit, and destination point for women and children trafficked for sexual exploitation. Some involuntary domestic servitude and forced labor occurs. Internal trafficking continued to grow into a more serious problem. Over 80 percent of identified victims assisted were minors. IOM reported 64 percent of victims from Kosovo assisted in 2005 were internally trafficked, 15 percent were trafficked into Macedonia, with 13 percent trafficked into Albania and Italy. UNMIK's Trafficking in Human Beings Unit (THBS) reported the foreign victims it assisted were trafficked mainly from Moldova, Albania, and Bulgaria. A growing number of Albanian and Kosovar victims were re-trafficked in Kosovo in 2005. The commercial sex trade continued to shift more underground and become increasingly clandestine in Kosovo, and traffickers increasingly use financial incentives to encourage victims to refuse assistance.

Prosecution

There continued to be a significant gap between the number of police raids and arrests in 2005; the THBS reported that traffickers are often tipped off to its operations. The THBS carried out 2,000 raids during the reporting period, but arrested only 33 suspects. In 2005, the THBS conducted 45 searches of private residences for trafficking victims. The THBS identified 49 victims, assisted 38, and repatriated 14. In July, three Albanian citizens were convicted of trafficking and sentenced to 10 and 12 years. In November a UNHCR official was sentenced to three years' imprisonment for exploitation of a minor. The majority of sentences for traffickers ranged from one to three years. Weak sentencing for convicted traffickers continued to be a significant obstacle, due to corruption and a cultural misperception of the key differences between trafficking and smuggling and force and consent. Prosecutors reportedly do not seek the strongest charges for traffickers due to misperception, lack of training and collusion with traffickers.

Protection

Investigation and prosecution continued to be hampered by a lack of adequate witness protection in 2005. Prosecutors continued to request the victim testify in the presence of their traffickers,

although the law stipulated otherwise. In 2005, a consortium of local and international actors involved in anti-trafficking (the international and local police services, victim advocates, the OSCE, and local NGOs) introduced a standard operating procedure (SOP) to improve the previous duplicative and inefficient process of victim assistance and referral. Under the SOP, identified victims are referred by the THBS to one of 23 victim advocates across Kosovo who provide direct assistance to victims.

Prevention

In May 2005, the PISG published an action plan to consolidate all relevant anti-trafficking actors and actions under one framework. IOM and UNMIK led several anti-trafficking awareness campaigns in 2005, one of which targeted potential clients in the sex industry and one to increase victim assistance, including opening an anonymous hotline for victims and vulnerable groups. The Ministry of Education, in collaboration with an NGO, continued to be involved in awareness campaigns in schools.

SIERRA LEONE (TIER 2)

Sierra Leone is a source, transit, and destination country for women and children trafficked for forced labor and sexual exploitation. Within the country, women and children are trafficked from rural areas to towns and diamond mining areas for work in mining, domestic servitude, petty trading, begging, agriculture, and the fishing industry and for sexual exploitation. Women and children are trafficked from Sierra Leone to Liberia, Guinea, Cote d'Ivoire, Nigeria, Guinea-Bissau, The Gambia, the Middle East, and Europe.

The Government of Sierra Leone does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Sierra Leone demonstrated increased efforts to combat trafficking through law enforcement, despite limited resources. To improve its response to trafficking, the government should strengthen protection and prevention efforts, educate law enforcement about the new anti-trafficking law, and increase regional cooperation to eradicate trafficking.

Prosecution

The Government of Sierra Leone demonstrated modest efforts to combat trafficking through law enforcement over the last year. In August 2005, the President signed into law the Anti-Human Trafficking Act. An Inter-Ministerial committee mandated by the Act held its inaugural meeting, but the committee has not yet directed the subordinate anti-trafficking Task Force to begin its work. In the interim, Sierra Leone's police continued to host meetings of an ad hoc anti-trafficking working group consisting of government officials, NGOs, and international organization representatives dedicated to fighting trafficking. The government is investigating three cases of suspected trafficking. The police Family Support Unit plans to add a specific field for trafficking to its crime database in 2006. Police and Ministry of Social Welfare officials countrywide attended NGO-sponsored anti-trafficking training, and law enforcement officials are seeking funding to implement a trafficking training module of their own. The government failed to prosecute a Ministry of Social Welfare official allegedly involved in stealing children for fraudulent adoptions. Government officials who falsified official identity documents were rarely investigated or disciplined.

Protection

The Government of Sierra Leone continued to provide inadequate protection to trafficking victims. While the government lacks the resources to operate its own shelters, it has not developed a formal victim screening and referral system, although it refers trafficking victims to NGOs or international organizations for care on an informal basis. The government trained social workers for placement in the police Family Support Units to assist victims, but many reportedly left to work for NGOs once they receive the training. Collaborating with NGOs and international organizations, the Ministry of Social Welfare agreed to host a trafficking forum for service providers to develop strategies to work together to help victims. The government works with UNICEF and NGOs to provide a service provider network for street children, some of whom may be trafficking victims.

Prevention

The Government of Sierra Leone continued to make modest efforts to prevent trafficking. Sierra Leone's new trafficking statute established a Trafficking in Persons (TIP) Task Force to oversee all aspects of government anti-trafficking efforts and an Inter-Ministerial Committee responsible for governing the activities of the TIP Task Force. While the Task Force has not yet convened, the committee had its first meeting in 2006. The police regularly use allotted radio spots to discuss the dangers of trafficking. A radio interview about trafficking with a member of the Parliamentary Human Rights Committee has been periodically re-broadcast. A parliamentarian sponsored a one-day trafficking awareness workshop in her constituency.

SINGAPORE (TIER 1)

Singapore is a destination country for women and girls trafficked for the purpose of sexual exploitation. Some women and girls from Indonesia, Thailand, Malaysia, the Philippines, Vietnam, and the People's Republic of China (P.R.C.) who travel to Singapore voluntarily for prostitution or non-sexual work are deceived or coerced into sexual servitude. A small minority of foreign domestic workers in Singapore face seriously abusive labor conditions that amount to involuntary servitude, a severe form of trafficking.

The Government of Singapore fully complies with the minimum standards for the elimination of trafficking. Over the last year, the Singaporean Government continued to address abuses of foreign domestic workers and made significant progress in its efforts to combat trafficking for sexual exploitation. In March 2006, Singapore's parliament approved legislation that, when enacted, will criminalize the offense of child sex tourism committed by Singaporean citizens in other countries and the commercial sexual exploitation of persons under the age of 18, regardless of consent. Singapore does not have a specific anti-trafficking law, but its criminal code criminalizes all forms of trafficking. Singapore's Ministry of Manpower (MOM) also implemented new regulations to address abuses of foreign domestic workers. Future government action should focus on implementing a systematic screening of at-risk populations—such as migrant workers and foreign women in prostitution—in order to identify and care for victims of trafficking.

Prosecution

The Singaporean Government made clear progress in its anti-trafficking law enforcement efforts in 2005. Although the Singaporean police investigated 28 cases of possible trafficking during the reporting

period, none led to a trafficking-specific prosecution. The police used other statutes, however, to prosecute and convict 18 persons involved in crimes of trafficking related to some of the 28 cases. The government increased its efforts to curb abuses of foreign domestic workers. The government, through the MOM, implemented new regulations for employment agencies, including higher penalties for holding an employee's passport, a new licensing scheme that requires a background check on potential employers, an exam on laws related to employment agencies for agency directors, and a demerit system used to track agencies' infractions and revoke licenses. A small number of Singapore's estimated 140,000 foreign domestic workers continued to experience abusive employment conditions that amount to involuntary servitude, but MOM increased enforcement against abusive employers and resolved many other cases through mediation. Laws against forced or coerced prostitution carry sentences of up to 10 years' imprisonment, a fine, and caning; laws against rape, which have been used against traffickers, carry a penalty of up to 20 years' imprisonment, a fine, and caning. The government tracks the number of trafficking-related prosecutions, repatriations of foreign women and girls who are suspected sex workers, and complaints from foreign domestic workers. In 2005, the Singaporean Government reported 76 prosecutions for violations of national prostitution laws; eight of these involved the commercial sexual exploitation of minors. There is no evidence that government officials are complicit in trafficking.

Protection

The government provided adequate assistance to trafficking victims in the last year. The government generally tolerates consensual prostitution, but outlaws any form of third-party involvement, such as pimping, and actively works to eliminate organized crime in the vice trade. Through increased law enforcement efforts in red-light and entertainment districts, Singaporean police were able to identify a larger number of trafficking victims among the 3,220 foreign women in prostitution detained in 2005 – a total of 83 victims, including 48 minor girls. The Singaporean Government did not generally provide government shelter for trafficking victims, but through its Ministry of Community Development, Youth, and Sports (MCYS), the government funded the provision of shelter at local NGO facilities, and provided counseling, health care, physical security, and skills development programs for abused foreign domestic workers and victims of sexual exploitation. Some victims may be referred to shelters run by their embassies. There are no NGOs in Singapore that focus exclusively on trafficking, but there are several that are working against sexual exploitation and abuse of women and children, as well as a number exclusively focused on assisting foreign workers and seeking the enactment of enhanced labor protections.

Prevention

The Singaporean Government substantially improved efforts to raise awareness of trafficking in 2005. Aware of the trafficking potential in the growing marriage-brokering of Vietnamese women, the government in 2005 formed an inter-agency task force to examine this phenomenon with a focus on ways of regulating it more closely in order to prevent trafficking and exploitation. The MOM launched an information campaign to raise awareness among foreign workers, including domestic workers, of their rights and the resources available to them by printing such information and hotline numbers on prepaid phone cards. MCYS has launched, in cooperation with local NGOs, a public awareness campaign aimed at stopping child sex tourism. There were no specific anti-trafficking campaigns directed at the use of fraud or coercion to recruit foreign women as prostitutes. Singapore has no national action plan to address trafficking.

SLOVAK REPUBLIC (TIER 2)

The Slovak Republic is a transit and, to a lesser extent, a source country for women trafficked for the purpose of sexual exploitation. Victims from Moldova, Ukraine, and the Balkans are trafficked through Slovakia to the Czech Republic, Germany, Switzerland, France, Italy, Austria, the Netherlands, and Japan. Some women are exploited in Slovakia while in transit to their final destinations in Western Europe. In one case, a man was trafficked to Japan for purposes of forced labor; evidence suggests recruitment of additional men may be ongoing. The Roma within Slovakia continued to be a vulnerable group targeted by traffickers.

The Government of the Slovak Republic does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government has shown greater commitment to combat human trafficking. In April 2005, the government created a national working group on trafficking in persons that meets monthly. In October, a national coordinator was appointed to head the working group and was given a budget of \$60,000 for 2006 to implement an increased network of victim services and awareness campaigns. In January 2006, the government adopted its first national action plan on trafficking in persons. The government should ensure that the action plan is adequately funded and the National Coordinator is given adequate institutional resources to implement the plan. Slovakia should also ensure that border police, customs officials, and social workers at refugee camps and asylum centers receive more trafficking-specific training.

Prosecution

The Government of the Slovak Republic made notable efforts to increase its law enforcement activities over the last year. Police increased trafficking investigations to 47 in 2005, up from 27 in 2004. The government also increased its prosecutions from 19 in 2004 to 30 in 2005. The courts convicted four traffickers in 2005. Prison sentences for convicted traffickers ranged from three to 10 years; in January 2006, eight traffickers were given sentences ranging from three to eight years in prison for trafficking 12 women to the Czech Republic. There were no reported cases of government involvement or complicity in trafficking activity. During the reporting period, police worked with NGOs to receive training on victim identification and assistance.

Protection

The Slovak Government took additional steps to improve victim assistance and protection in the last year, although more remains to be done. A new law passed in 2005 requires police to inform victims about how and where to find local support services. NGOs reported that police began to contact them directly and referred victims for assistance. There are no dedicated trafficking shelters in Slovakia, although NGOs reported working with several municipalities to create specialized shelter facilities for trafficking victims. Authorities repatriated 24 Slovak victims in 2005. The IOM estimates there are between 100 and 200 victims trafficked from and through Slovakia annually.

Prevention

The government improved prevention efforts during the reporting period. The Ministry of Labor provided small grants to local NGOs seeking to raise public awareness, although the IOM reported that it did not receive government funding for a proposed awareness program targeting the Roma community. Slovak military personnel assigned abroad to multinational peacekeeping missions received training to identify and report potential victims. The new national action plan on trafficking financed

the upgrade of an anonymous police hotline for victims of trafficking that has been successful in identifying both current and former victims who wish to warn others about their experiences.

SLOVENIA (TIER 2)

Slovenia is primarily a transit and, to a lesser extent, a source and destination country for women and girls trafficked from Ukraine, Slovakia, Romania, Moldova, and Bulgaria for the purpose of sexual exploitation. Some of these victims are trafficked onward to Italy, the Netherlands, and other Western European countries.

The Government of Slovenia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2005, the Parliament adopted a witness protection law and took steps to improve its ability to track trafficking statistics by establishing a standard methodology for the collection of data from the Ministry of Labor, police, prosecution, and NGO databases. In addition to these efforts, Slovenia should take the necessary steps to convict traffickers. The government should also improve support for public awareness efforts and provide consistent budget funding for designated NGO-run trafficking shelters.

Prosecution

The government demonstrated modest progress in its law enforcement efforts over the reporting period. Police investigated seven new trafficking cases in 2005. Authorities prosecuted two cases. The government again failed to convict any traffickers in 2005; Slovenia has not convicted a trafficker since 2002. Consequently, no traffickers were sentenced to prison sentences in 2005. Police were active on the Interpol Working Group on trafficking. The working group cooperated on “Red Routes,” a project that shares trafficking data, trafficking methods, and investigative techniques. More than 800 police officers and prosecutors participated in an NGO's anti-trafficking training program. Police and prosecutors also participated in several three-day workshops on victim reintegration sponsored by IOM.

Protection

The Government of Slovenia's efforts to provide victim protection and assistance diminished considerably during the reporting period. The government temporarily withheld funding from the one anti-trafficking NGO shelter operating in Slovenia until the end of 2005. Victim assistance in Slovenia was provided primarily by this NGO. Parliament adopted a witness protection law in November 2005, though it has not yet been implemented.

Prevention

The Government of Slovenia demonstrated adequate prevention efforts during the reporting period. Specifically, the government tightly controlled its borders and regularly detained persons attempting to enter Slovenia illegally. The government, in cooperation with an NGO, continued the program “Vijolica” and “Caps,” which provided trafficking awareness classes for 1,000 students in elementary and secondary schools around Slovenia in 2005. The government funded a project focused on preventing asylum seekers from becoming trafficking victims and established a web page with contact information for victim assistance organizations. Ministry of Defense officials received preventative training from IOM to assist officers in their peacekeeping missions in the Balkans.

SOUTH AFRICA (TIER 2 WATCH LIST)

South Africa is a source, transit, and destination country for men, women, and children trafficked for forced labor and sexual exploitation. South African women and girls are trafficked internally and occasionally by organized crime syndicates to European and Asian countries for sexual exploitation. Women from other African countries are trafficked to South Africa and, less frequently, onward to Europe for sexual exploitation. Men and boys are trafficked from neighboring countries for forced agricultural labor. Thai, Chinese, and Eastern European women are trafficked to South Africa for debt-bonded sexual exploitation.

The Government of South Africa does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. South Africa is placed on Tier 2 Watch List for its failure to show increasing efforts to address trafficking over the last year. The government did not provide comprehensive data on trafficking crimes investigated or prosecuted, or on resulting convictions or sentences during the year. The government should demonstrate continued progress toward the passage of comprehensive anti-trafficking legislation and develop national procedures for victim protection, including the screening of undocumented immigrants for signs of victimization before deportation. As it does for other types of crimes, the government should also regularly compile national statistics on the number of trafficking cases prosecuted and victims assisted.

Prosecution

The Government of South Africa's anti-trafficking law enforcement efforts did not improve significantly over the last year, but officials showed greater awareness of the issue. However, the government did not supply full data on anti-trafficking investigations, prosecutions, or convictions during the reporting period. Anecdotal information indicates there were at least two convictions. The lack of specific anti-trafficking legislation continued to hamper South African law enforcement efforts; however, relevant bills moved through the legislative process during the reporting period. In 2005, the National Assembly and the National Council of Provinces passed the Children's Bill which specifically prohibits child trafficking; the bill must be signed by the President to take effect. The South African Law Reform Commission's "Discussion Paper" on trafficking in persons, which includes draft comprehensive legislation, was released for public comment in early 2006. The National Prosecuting Authority's (NPA) Committee on Justice debated the Sexual Offenses Bill, which prohibits some forms of sex trafficking, and referred the draft to the Department of Justice for review. In the absence of specific legislation, law enforcement officials continued to investigate and prosecute traffickers under existing laws. In early 2006, the government successfully convicted a South African woman of kidnapping and operating a brothel for the purpose of exploiting three girls in prostitution. The prosecution of 79 Nigerian nationals for prostituting children is pending while the victims undergo drug rehabilitation. The trial of alleged trafficker Amien Andrew concluded with convictions on several charges, including operating a brothel of under-aged children for profit, resulting in a 51-year prison sentence. Police in Johannesburg arrested a school bus driver supplying minors for prostitution. He was charged with abduction, but the case was dropped after the victims recanted their original statements. Nineteen Iraqi trafficking victims were placed in the witness protection program to await the capture of their Jordanian trafficker. In March 2006, police removed four Thai women from forced prostitution and turned them over to IOM for protection. In May 2005, NPA signed a memorandum of understanding with IOM to share information about trafficking crimes. During the year, SAPS, NPA, and the Department of Home Affairs enrolled more than 800 staff in anti-trafficking training programs that enabled some law enforcement officials to identify and properly question trafficking victims, particularly at the international airport.

Protection

Government protections for trafficking victims during the reporting period remained inadequate. Although the government does not have programs designed to specifically assist only trafficking victims, it provides an array of social services through facilities that are accessible to such victims. Police officers referred an unknown number of victims to local shelters during the reporting period. The Sexual Offenses and Community Affairs' (SOCA) eight "Thuthuzela" reception centers assist victims of sexual violence with medical and psychological care, as well as legal and social assistance; it is unknown whether trafficking victims utilized these centers during the reporting period. Immigration officials do not always screen undocumented foreigners for signs of victimization before deportation. For example, in December 2005, South African authorities deported 940 Mozambican illegal immigrants without first screening them to identify potential trafficking victims.

Prevention

Government efforts to raise public awareness increased during the period. The government enlisted a local NGO to incorporate information on the trafficking of women and children into the government's annual "Violence against Women and Children Campaign." A youth-oriented talk show on government-owned television twice aired a program on human trafficking. SOCA coordinated the work of the Human Trafficking Inter-Sectoral Task Team that adopted a preliminary National Plan of Action in March 2005; the plan remains unimplemented without a mandate from the Department of Justice to act. In late 2005, NPA advertised a position for a national coordinator to lead a national anti-trafficking office. In June, the NPA and the EU delegation to South Africa held a national workshop to validate the European Union's anti-trafficking project proposal. In early 2006, SOCA's "Sexual Offenses and Community Affairs Bulletin" highlighted provisions of the new child trafficking legislation.

SPAIN (TIER 1)

Spain is a destination and transit country for women trafficked for the purposes of sexual exploitation and forced labor. These victims are trafficked from Eastern Europe, the former Soviet Union, South and Central America, and Africa. The most prominent source countries for these victims are Romania, Russia, Brazil, Colombia, and Nigeria. Spain continued to serve as a transit country for victims destined for Portugal, France, and Germany. Romanian trafficking networks continued to expand their operations in Spain.

The Government of Spain fully complies with the minimum standards for the elimination of trafficking. The government aggressively investigated and prosecuted trafficking in 2005, securing 150 convictions. During the reporting period, Spanish law enforcement officials actively coordinated with counterparts in source countries to investigate and arrest traffickers. The government continued to provide trafficking victims with comprehensive assistance and protection. The cities of Madrid and Barcelona increased their demand reduction initiatives with an emphasis on the responsibility of the clients and the rights of the victims. The government should promote a multidisciplinary approach to trafficking by including NGOs and relevant agencies in each case. It should keep information on numbers of victims assisted and the types of assistance provided to victims.

Prosecution

In 2005, the Spanish National Police continued to aggressively investigate trafficking networks and reportedly dismantled 205 networks for sexual exploitation and arrested 910 traffickers. The government prosecuted 92 cases of trafficking, resulting in 150 convictions with an average sentence of 4.5 years. In 2005, the government continued to cooperate with law enforcement counterparts in countries of origin investigating 131 cases, arresting 280 traffickers, and dismantling 131 human trafficking networks. Commendably, the Spanish National Police drew a clear distinction between trafficking crimes and migrant smuggling. The government also continued to provide specialized training to all new law enforcement officers on both recognition of trafficking victims and victim assistance. There were no reports or evidence of public officials complicit in trafficking.

Protection

In 2005, the government increased its funding of NGOs providing comprehensive services to trafficking victims in Spain. During the reporting period, one NGO reported providing 95 victims of trafficking with legal, medical, and psychological assistance. The police reported identifying 1,337 victims of sexual exploitation and 681 victims of forced labor trafficking in 2005. The Spanish Government encourages trafficking victims to testify against their traffickers, and informs victims in writing of their right to seek legal action and restitution from traffickers. Trafficking victims who agree to testify in criminal cases are eligible for short-term legal residency in Spain; otherwise, they must be repatriated within 40 days. Although the government did not have a formal screening and referral mechanism, Spanish police continued to refer trafficking victims directly to NGOs providing shelter and assistance. The government did not punish victims for unlawful acts that were a direct result of their being trafficked.

Prevention

Spain's Ministry of Interior continued to coordinate and evaluate the government's response to trafficking over the last year, and regional police units reviewed anti-trafficking enforcement efforts on a quarterly basis. In 2005, a parliamentary committee requested that the government draft a National Action Plan, expected to be completed in 2006. In 2005, the Madrid city government increased its enforcement of its anti-prostitution and anti-trafficking campaign through elevated police presence in targeted zones. In addition, the city of Madrid continued its extensive publicity campaign to prevent trafficking and discourage potential clients with posters and advertisements in the media and on city buses. In Catalonia, the Interior Minister continued to make anti-trafficking a priority and often accompanied police to areas with prostitution to assess conditions and discourage client solicitation.

SRI LANKA (TIER 2)

Sri Lanka is a source and destination country for men, women, and children trafficked for sexual exploitation, and domestic labor, especially to the Middle East, China, and South Korea. Internal trafficking of women, girls, and boys for commercial sexual exploitation also occurs. An unsubstantiated number of women from Thailand, China, Russia, and other former Soviet Union countries are trafficked to Sri Lanka for commercial sexual exploitation. Sri Lanka is also considered a popular destination for child sex tourists. In areas controlled by the Liberation Tigers of Tamil Eelam, children have been forced to become child soldiers.

The Government of Sri Lanka does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Over the last year, the Government of Sri Lanka passed an amendment to the criminal code to bring its laws in line with international standards for the prevention of trafficking in persons. The government also dedicated human resources to the Anti-Human Smuggling Investigation Bureau and the Ministry of Foreign Affairs continued to assign Welfare Officers to Sri Lanka missions abroad to aid and assist women who are victims of trafficking. Officials remained vigilant toward the potential of increased child trafficking in the wake of the December 2004 tsunami, and there was no significant increase in reports of trafficking following the tsunami. Nonetheless, Sri Lanka should increase prosecutions of traffickers and improve its protection services for internal trafficking victims. The government should also improve its law enforcement efforts against travel agencies facilitating child sex tourism.

Prosecution

Sri Lanka made some progress in its law enforcement efforts this year. In February 2006, Parliament passed an amendment to the Criminal Code that brings its legislation in line with the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children. In particular, the amendment criminalizes the “kidnapping, abduction, procurement, sexual exploitation of children, trafficking, debt bondage, serfdom, forced or compulsory labor, slavery, compulsory recruitment of children for use in armed conflict, offenses related to adoption, and soliciting a child.” The government investigated and arrested some people for cases involving trafficking during the past year, but did not distinguish these cases from prosecutions and convictions of people involved in migrant smuggling, pedophilia, and prostitution. The government does not provide centralized training to law enforcement officers, though individual divisions of the police such as the Anti-Human Smuggling Unit and Women’s and Children’s Bureau conduct annual anti-trafficking trainings for their staff. The government should improve its data collection system to disaggregate trafficking prosecutions and convictions from other crimes and institute anti-trafficking training programs for law enforcement officers in government-controlled areas of the country.

Protection

The Government of Sri Lanka’s efforts to provide protection for trafficking victims improved slightly over the year. Although the government operates rehabilitation camps and community centers that offer some medical and psychological services to internal trafficking victims, it relies primarily on international organizations and NGOs to provide victim protection services. Furthermore, some suspected victims who may have been trafficked into Sri Lanka have been arrested and released after paying a fine. The Bureau of Foreign Employment appoints labor attachés to Sri Lankan missions abroad to assist Sri Lankan victims of trafficking. Sri Lanka should allocate more resources to victim protection, particularly for child victims of trafficking and repatriated Sri Lankans exploited abroad. The government should also ensure that foreign victims of trafficking are not jailed or fined.

Prevention

During the course of the year, Sri Lanka improved its trafficking prevention efforts. The National Child Protection Authority, as part of its overall efforts to address child welfare, included child trafficking as part of its educational campaigns. Most public awareness programs, however, are initiated by IOM and ILO, such as dance-drama troupes and information workshops to educate the public on the dangers of trafficking.

SUDAN¹ (TIER 3)

Sudan is a source country for men, women, and children trafficked for the purposes of forced labor and, at times, sexual exploitation. Sudan may also be a transit and destination country for Ethiopian women trafficked for domestic servitude. Young Sudanese boys from the country's eastern Rashaida tribe are trafficked to the Middle East, particularly Qatar and the United Arab Emirates, for use as camel jockeys. Small numbers of Sudanese girls are reportedly trafficked within Sudan for domestic servitude, as well as for commercial sexual exploitation in small brothels in internally displaced persons (IDP) camps. The terrorist rebel organization "Lord's Resistance Army" (LRA) continues to abduct and forcibly conscript small numbers of children in Southern Sudan for use as cooks, porters, and combatants in its ongoing war against the Government of Uganda; some of these children are then trafficked across borders into Uganda or possibly the Democratic Republic of the Congo. Sudanese children are utilized by rebel groups in Sudan's ongoing conflict in Darfur; the Sudanese Armed Forces and associated militias reportedly continue to utilize children in this region. Vulnerable boys often perceive that voluntarily attaching themselves to an armed group, whether a rebel militia or the Sudanese Armed Forces (SAF), is their best option for survival. Forcible recruitment of adults and particularly children by virtually all armed groups involved in Sudan's recently ended North-South civil war was commonplace; thousands of children now require demobilization and reintegration into their communities of origin.

During the decades of civil war, thousands of Dinka women and children were abducted and subsequently enslaved by members of two Baggara tribes (Missiriya and Rezeigat). An unknown number of children from the Nuba tribe were similarly abducted and enslaved during the same time period. Motivations behind this form of warfare were complex, but the end result was capture through raiding and abduction; rapid transport of victims from Bahr el Ghazal to locations in northern Sudan; and subjection of abductees to various forms of forced labor without remuneration, as well as, at times, physical and sexual abuse. Often, a complete cultural reorientation accompanied such enslavement, involving such practices as renaming, involuntary female circumcision, forced religious conversion, and forbidding the use of native languages. Many of those who were abducted and enslaved remained with their abductors in South Darfur and West Kordofan; some were married into the abductor's family; others were sold or given to third parties, including in other regions of the country; and some ultimately escaped from their captors. Due to the cessation of the North-South conflict and the ongoing peace process, there were no known new abductions of Dinka by members of Baggara tribes during the year. However, inter-tribal abductions of a different nature, as are historically common among East African tribes, continue in Southern Sudan and warrant further investigation.

The Government of National Unity (GNU) of Sudan does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. While Sudan demonstrated initial progress on a number of fronts, most of these efforts were not sustained. In addition, protective efforts did not extend to all types of trafficking victims and the Committee for the Eradication of Abduction of Women and Children's (CEAWC) efforts to return victims of slavery were stalled for part of the year by a lack of funding. To improve its anti-trafficking efforts, the government should take steps to provide protective services to all types of trafficking victims found within the country; demobilize all child soldiers from its ranks, as well as those of allied militias; publicly acknowledge the link between abductions and slavery, and denounce the continuation of this practice in the country; establish a comprehensive policy framework for identifying, verifying, retrieving, and

reintegrating abductees that is developed and agreed to by all affected parties in the north and the south; strengthen the leadership, professional management, and accountability of CEAWC at the state and local levels; and continue, as was demonstrated during the January/February returns, to work closely and transparently with the international community to adequately verify and document cases of enslavement of individuals from all affected tribes.

Prosecution

The national government's anti-trafficking law enforcement efforts were almost non-existent over the reporting period. The Sudanese Criminal Code neither specifically outlaws trafficking nor covers all of the worst forms of trafficking in persons, though Articles 162 through 164 of the Sudan Criminal Code outlaw abduction, luring, and forced labor. No trafficker has ever been prosecuted under these articles. In November 2005, the GNU reported that Emirati agents attempted to recruit 100 Sudanese children to race camels in the United Arab Emirates, but the Ministry of Interior denied the children's applications for exit visas. In October 2005, the Government of Uganda and the GNU expanded their agreement permitting Ugandan military operations on Sudanese territory. The revised agreement allows Ugandan forces to use air support and operate north of the "red line" that previously limited Ugandan pursuit of LRA rebels. During the year, the LRA reportedly continued to receive support through the continued presence of the Sudan Armed Forces' military garrison and intelligence agents in Juba. During the reporting period, the Government of Southern Sudan (GoSS), through both the President and the Vice President, publicly delivered several ultimatums to the LRA to leave Southern Sudan.

During the reporting period, the GoSS drafted a comprehensive Children's Act that prohibits the sale or exchange of children, as well as the recruitment and use of child soldiers under the age of 18. Additional draft legislation, entitled the Children in Armed Forces Act, creates a legal framework to criminalize the act of recruitment of children and allow for the civilian prosecution of perpetrators; the bills are slated for presentation to the GoSS Assembly in April 2006.

Protection

The national government's victim protection efforts were extremely limited over the reporting period, producing mixed results. Protective efforts did not extend to all types of trafficking victims found within the country. Disagreements remain between the government and NGOs over the application of international legal standards for returning trafficked individuals to their areas of origin, as well as the definition of a child.

Child Camel Jockeys

The GNU, through the National Council of Child Welfare (NCCW), signed an agreement with a Qatari NGO that enabled the repatriation of 212 Sudanese child camel jockeys from Qatar, most through informal traditional channels. While the NCCW's efforts to repatriate children from the U.A.E. are ongoing, governmental procedures and policies, such as income generation projects, that would protect children and prevent re-victimization were lacking during the reporting period; 285 children were repatriated in mid-to-late 2005. During the year, an NCCW-NGO team conducted three field visits to follow-up with reintegrated children. In March 2006, the NCCW signed an agreement with UNICEF that established a plan of action for repatriating additional child camel jockeys from the U.A.E. Under the agreement, the NCCW is tasked with coordinating the return of victimized children, advocating locally against the use of child camel jockeys, and initiating legal reform; the recent enactment of this agreement renders an evaluation of its impact impossible.

Child Soldiers

In December, the North Sudan Disarmament, Demobilization, and Reintegration (DDR) Interim Authority and UNICEF jointly held a child advocacy meeting with commanders of 15 militias and other armed groups (OAGs) to familiarize them with the Comprehensive Peace Agreement's (CPA) guidelines for the removal of child soldiers and prepare them for the upcoming survey of child soldiers within their ranks. According to the United Nations Mission in Sudan, the OAGs agreed to fully support the removal of children. In February 2006, the GNU established, as mandated by the CPA, the inter-ministerial National DDR Coordination Council, a body with responsibility for policy formation, as well as oversight, coordination, and evaluation of the plans and processes of the Northern and Southern Sudan sub-commissions. In February 2006, President Bashir issued a Presidential Decree that established the Northern Sudan DDR Commission and mandated it with design, implementation, and management of the DDR process at the northern sub-national level. To date, the national government has made no concrete progress in demobilizing or caring for child soldiers because it denies their existence in the Sudanese Armed Forces.

The Southern Sudan DDR Commission has not yet been established to replace the South Sudan DDR Interim Authority; the GoSS had not paid the salaries of the DDR Interim Authority staff to enable a full commencement of operations. Nevertheless, during the period, the SPLA continued to cooperate with the international community to demobilize associated children, some of whom had been used as soldiers; in August 2005, 205 children were released in Western Upper Nile. In conjunction with UNICEF, the SPLA has informally released thousands of children from its ranks since 2001. In December 2005, SPLA commanders from Western Upper Nile and Nuba Mountains attended a training session to prepare for the first official demobilization of children associated with the armed forces under the CPA. In February 2006, the SPLA commenced the formal removal and demobilization of children from its ranks (which include other recently incorporated armed groups) in Unity State with the technical support of UNICEF. To date, the South Sudan DDR Interim Authority has demobilized and reunified 142 children through the formal process.

Because of an agreement between the GNU and the Government of Uganda, Ugandan children who escape or are captured from LRA forces are delivered by the SPLA to Department of Social Welfare offices in Juba or Torit for repatriation by an international organization. The same agreement applies to Sudanese children captured in Uganda; in late-2005, three Sudanese children formerly abducted by the LRA were returned to southern Sudan through this mechanism.

Abduction and Slavery

According to CEAWC, approximately 694 victims of abduction and slavery were collected from the northern states of South Darfur and South Kordofan and returned to the Bahr el Ghazal region of southern Sudan during the reporting period. This number of returned victims represents a dramatic decrease compared to the 2,708 CEAWC rescues from the previous year. NGOs and international organizations maintain that some of the individuals included in the reported 694 victims were not rescued from situations of slavery, but instead were internally displaced persons residing in the north. These retrieval and transport missions took place in June 2005 and January/February 2006; between June and January, the GNU did not provide CEAWC with the necessary funding for the transport and reunification of previously identified abductees with their families. As a result, thousands of people continued to remain in prolonged situations of forced labor and sexual exploitation. Although the GNU provided funding for this most

recent movement, it did not provide additional funding for further return efforts. During the period, CEAWC permitted UNICEF to observe some of its operations to return abducted southerners. In the latest round of repatriations, in January and February 2006, there were noticeable improvements in CEAWC's methods of returning abductees, including no known cases of forced returns and improved provisions and condition of the convoys. CEAWC reportedly delivered former abductees to their villages where their families received them. NGOs, however, have reported that the few returnees who were not reunited with their families remained extremely vulnerable, and faced food shortages and a lack of health care.

Prevention

The national government took steps to prevent trafficking for the purpose of child camel jockeying during the reporting period, but made no effort to prevent other forms of trafficking in persons. An NCCW-NGO team conducted three field visits to raise tribal awareness of the dangers of camel jockeying. According to observers, this awareness raising has done little to stop the practice, as dire economic circumstances force families to rely on their children's work for survival. The NCCW and a consultant, with NGO funding, produced a booklet entitled "Together to Protect Children from Violence" that highlighted the illegality of using children for camel jockeying and sexual exploitation. The NCCW is distributing 2,000 copies of the booklet to its chapters in each state, as well as in schools. In November, the NCCW held a public workshop on the possibility of proposing legal reforms to criminalize trafficking children for camel jockeying and to evaluate the repatriation process. An inter-ministerial committee screened travel by children to the Gulf countries when their families applied for exit visas, and a team of doctors performed medical exams to verify age in some exit visa cases.

¹A wide array of grave human rights violations, including incidences of sexual violence perpetrated against women in the Darfur region, continue to occur unchecked in Sudan. The government's progress in combating these issues is covered in great detail in the Department of State's annual Country Reports on Human Rights Practices.

SURINAME (TIER 2)

Suriname is primarily a transit and destination country for women and children trafficked internationally for the purpose of sexual exploitation. It is also a source country for children trafficked internally for sexual exploitation. Foreign girls and women are trafficked from Brazil, the Dominican Republic, Guyana, and Colombia for commercial sexual exploitation; some transit Suriname en route to Europe. Chinese nationals transiting Suriname risk debt bondage to migrant smugglers; men are exploited in forced labor and women in commercial sexual exploitation. Haitians migrating illegally through Suriname are also vulnerable to forced labor exploitation in the country.

The Government of Suriname does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government increased law enforcement actions, improved efforts to identify and assist victims, and launched new training and public awareness efforts during the reporting period. The government should amend laws to criminalize all forms of trafficking and continue improving procedures to prevent entry and exploitation of foreign victims. It should also work with civil society contacts to better assist victims and encourage the reporting of trafficking cases.

Prosecution

Government efforts to investigate and prosecute traffickers intensified significantly in the last year. A variety of laws can be used to prosecute trafficking, and authorities invoked statutes against trade in women, brothel operation, and organized crime to arrest and prosecute traffickers. Congress passed anti-trafficking legislation in March 2006. A court convicted a government official and sentenced him to two years' imprisonment for sexually exploiting Guyanese minors and women in a brothel he owned. Five other brothel owners suspected of trafficking foreign women to Suriname were arrested with investigations pending. Police also investigated five additional cases that appeared to involve trafficking. Authorities began some screening of foreigners arriving in Suriname for signs of having been trafficked. Police expanded joint anti-trafficking investigative work with counterparts in the Dominican Republic and Guyana, and justice officials sought improved mechanisms for cooperation with Colombia and the Netherlands Antilles.

Protection

Although the government continues to lack resources for the direct provision of services to victims of trafficking, it increased efforts to work with civil society to shelter and assist these victims. Authorities extended services provided for domestic violence victims to trafficking victims and worked with civil society contacts and consular representatives of victims' source countries. As a result, identified foreign victims were temporarily sheltered and kept safe until their repatriation. Victims could file suit against traffickers, but few victims came forward. Women arrested in brothel raids as immigration violators and who did not indicate they were trafficked were deported, but efforts improved in treating identified victims as material witnesses needing protection rather than as criminals.

Prevention

The government made concerted and significant efforts to educate the public and train government officials during the reporting period. It launched a new national awareness campaign in February 2006, distributing brochures and posters and provided in-depth interviews about trafficking and the government's plan of action to the media. These interviews and anti-trafficking statements by senior government officials throughout the year received widespread coverage.

SWEDEN (TIER 1)

Sweden is a destination and, to a lesser extent, a transit country for women and children from Estonia, Russia, the Balkans, and Nigeria trafficked for the purpose of sexual exploitation. Authorities noted an increase in ethnic Roma women and children trafficked from Romania. Victims transit Sweden as they are trafficked to Denmark, Norway, Germany, and the United Kingdom. Recently, a large number of Chinese children were trafficked through Sweden to Denmark, Germany, Italy, France, and the Netherlands.

The Government of Sweden fully complies with the minimum standards for the elimination of trafficking in persons. The government provides funding and administrative support to NGOs in Sweden and abroad to provide assistance to victims of trafficking. The government continued to provide generous funding to combat trafficking world-wide. In October 2005, the government announced a project to improve victim repatriation and reintegration by creating a Nordic-Baltic regional network of NGOs and social and law enforcement agencies; Sweden has contributed more than \$450,000 to the project that will run from 2006

through 2009. Sweden should consider implementing domestic public awareness campaigns focusing on demand, and should implement the proposed immigration law granting a 30-day reflection period for all identified victims. Sweden's anti-trafficking efforts were supported by a law that reduced demand for trafficking victims by criminalizing the purchase of sex.

Prosecutions

The Government of Sweden increased law enforcement efforts and aggressively targeted traffickers over the reporting period. In 2005, authorities conducted 44 investigations. Prosecutions and convictions increased as well. During 2005 and early 2006, the government prosecuted and convicted 15 individuals under the anti-trafficking law, compared with two convictions obtained during the previous reporting period. Over the last year, the government also prosecuted and convicted 25 traffickers using statutes directly related to trafficking, resulting in sentences ranging from two to five years' imprisonment. Those sentenced for crimes related to trafficking received sentences ranging from two to three years. In February 2006, Sweden conducted its first trafficking in persons training for judges to help improve judicial understanding of the issue and the application of the anti-trafficking law. The government regularly cooperates with other governments in trafficking investigations. In 2005, Sweden requested and was granted the extradition of a Russian citizen from Germany in connection with a trafficking case. During the reporting period, the government did not identify or prosecute any cases of public officials complicit in trafficking.

Protection

Sweden continued to provide extensive victim support and assistance to foreign victims of trafficking, particularly after their repatriation to countries of origin. The government sponsored numerous shelters and rehabilitation centers in source countries such as Russia. It also partially funded a project that focused attention on child trafficking in Albania, Greece, and Italy. Foreign victims identified within Sweden may obtain a temporary residence permit which entitles victims to health care and social services; although these permits are currently only available to those victims who cooperate in trafficking investigations, the government recently proposed new changes to the law that would grant victims a 30-day temporary residency permit regardless of whether the victim elects to cooperate with authorities. The government has performed inadequately, however, in interdicting and protecting unaccompanied foreign children — particularly Chinese — seen transiting Sweden and believed to be victims of trafficking.

Prevention

The government continued its efforts to raise international awareness of trafficking, including efforts to increase awareness of the root causes of trafficking. Sweden worked to develop sustainable best practices and strategies to combat trafficking; this program continues to be carried out in partnership with two international NGOs. In August 2005, the government agreed to jointly fund a three-year program to strengthen the capacity of the Government of Bosnia and Herzegovina to combat trafficking in persons, provide necessary victim assistance and protection, and strengthen public awareness.

SWITZERLAND (TIER 1)

Switzerland is a destination and, to a lesser extent, a transit country for women trafficked from Ukraine, Romania, Hungary, Lithuania, Slovakia, Moldova, Brazil, Dominican Republic,

Thailand, Cambodia, and countries in Africa for the purpose of sexual exploitation. The government estimates the total number of potential victims currently in Switzerland is 1,500 to 2,000. Limited cases of domestic servitude and forced labor in the agricultural, construction, and tourism industries were also reported.

The Government of Switzerland fully complies with the minimum standards for the elimination of trafficking. In December 2005, Parliament passed a new immigration law that formalizes and improves the process of granting potential trafficking victims a stay of deportation and provides for residency status or the assisted return of victims and witnesses to their countries of origin. Parliament unanimously adopted a more comprehensive definition of human trafficking that includes forced labor. Switzerland continued to demonstrate great commitment to combat human trafficking by generously funding protection and prevention efforts in source countries. Although the government's international efforts are commendable, more should be done to fight trafficking domestically. The government should ensure that more convicted traffickers serve time in prison. The government should also enact a domestic demand-reduction public awareness campaign. The national government should continue to work with cantonal authorities to establish a national trafficking statistics gathering system.

Prosecution

The Government of Switzerland continued to make progress in its law enforcement efforts during the reporting period. National statistics on the total number of trafficking investigations were unavailable at the time of this report, but police investigated at least 30 trafficking cases in 2005. Authorities conducted at least 16 prosecutions in 2005. Courts convicted at least 22 traffickers in 2005, an increase from 12 in 2004. Of the 22 traffickers convicted in 2005, 16 received suspended sentences while six traffickers received sentences ranging from five to 16 months. The Swiss Government cooperated with other governments in the investigation and prosecution of numerous trafficking cases. During the reporting period, the national government expanded its specialized anti-trafficking training program for police officers and instructed cantonal migration offices to improve victim assistance statistics.

Protection

Switzerland continued to improve victim protection efforts. The government identified at least 97 victims in 2005. Trafficking victims, regardless of their immigration status, are entitled to free and immediate medical care as well as psychological, social, and legal assistance. Local victim assistance centers provided victims with a minimum of 14 days of emergency lodging and 14 days of living allowance. In 2004, 84 trafficking victims received help from victim assistance centers. At least three cantons provided funding to a victim assistance anti-trafficking NGO in 2005. Several cities have established victim referral processes between judicial, police, and immigration authorities and NGOs. In 2005, 30 trafficking victims were granted 30-day temporary stays of deportation for contemplation and recovery. An additional 18 victims were granted short-term residency permits for the duration of the legal proceeding against their traffickers. Eight victims were given long-term residency permits subject to annual review for reasons of personal hardship.

Prevention

The Government of Switzerland continued its commendable public awareness programs in source countries, but domestic prevention efforts remained limited. In 2005, the government provided more than \$1 million for prevention and protection projects to international

organizations and multiple NGOs working abroad; over two dozen prevention campaigns were funded in Eastern and Southeastern Europe, Latin America, Asia, and Africa. The Department of Foreign Affairs also worked to raise trafficking awareness among business people of multinational companies based in Switzerland. Swiss embassies and consulates abroad increased their scrutiny of applicants for work visas as nightclub performers; officials ensured that applicants received valid work contracts, were aware of their future working conditions, and were given NGO contact information if they later required assistance. The government did not conduct a domestic public awareness campaign in 2005.

SYRIA (TIER 3)

Syria is a destination country for women from South and Southeast Asia and Africa for domestic servitude and from Eastern Europe and Iraq for sexual exploitation. Women from Indonesia, Sri Lanka, the Philippines, Ethiopia, and Sierra Leone are recruited for work in Syria as domestic servants, but some face conditions of exploitation and involuntary servitude including long hours, non-payment of wages, withholding of passports and other restrictions on movement, and physical and sexual abuse. Similarly, Russian, Ukrainian, and Belarussian women recruited for work in Syria as cabaret dancers are not permitted to leave their work premises without permission and have their passports withheld — indicators of involuntary servitude. In addition, of the 450,000 Iraqis in Syria, some of the women and children are reportedly forced into sexual exploitation.

The Government of Syria does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Syria has done little to address its trafficking in persons problem. It has no anti-trafficking policy, programs, or coordinator, but has shown some political will to tackle the issue. With IOM's assistance, Syria conducted a workshop to raise awareness of the trafficking problem and formed a committee to combat trafficking. Nonetheless, this committee has never met. The government also reported no trafficking prosecutions during the year. The government failed to provide protection for trafficking victims, and even incarcerated child victims of sex trafficking in detention centers. Syria should prosecute more traffickers; improve protection for victims by building a shelter; providing medical, psychological, and legal aid; and increase public awareness of trafficking.

Prosecution

Syria failed to take any significant steps to improve its prosecution record over the year. In September 2005, Syria decreed the formation of a committee to draft a comprehensive anti-trafficking law and a set of rules to regulate manpower agencies. This committee, however, has yet to meet and there has been no progress on drafting a new law or regulations. Syria also did not report any prosecutions of trafficking offenses and failed to train law enforcement officials in trafficking investigation and prosecution techniques. In addition, although manpower agencies are illegal in Syria, the government took no steps to shut them down or otherwise regulate them to ensure that they do not facilitate the trafficking of foreign workers. The government should enact a comprehensive trafficking law or utilize existing provisions in its criminal code to prosecute sex traffickers and traffickers of forced labor. Law enforcement training and better regulation of manpower agencies would also help address trafficking problems in Syria.

Protection

During the year, the Government of Syria took insignificant steps to improve protection of trafficking victims. Syria failed to financially support or make available protection services such as a shelter or legal aid to trafficking victims. Minors caught in sexual exploitation are reportedly housed in juvenile detention facilities. The government should cease detaining child trafficking victims and increase protection for all victims.

Prevention

Syria took minimal steps in preventing trafficking over the year. Syria continues to monitor its borders closely for signs of smuggling and trafficking, though it did not detect one case of trafficking over the last year. The government should consider formulating a broad public awareness campaign to increase awareness of trafficking in persons.

TAIWAN (TIER 2 WATCH LIST)

Taiwan is primarily a destination for men, women, and children trafficked for forced labor and sexual exploitation. Women from the P.R.C. and Southeast Asian countries are trafficked to Taiwan for sexual exploitation and forced labor. Women and children, primarily from Vietnam, are trafficked to Taiwan through the use of fraudulent marriages, deceptive employment offers, and illegal smuggling for commercial sexual exploitation and forced labor.

A significant share of foreign workers — primarily from Vietnam, Thailand, and the Philippines — are recruited legally for low-skilled jobs in Taiwan's construction, fishing, or manufacturing industries or as domestic servants, and are subjected to forced labor or involuntary servitude by labor agencies or employers upon arrival in Taiwan. Many of these contract migrant workers come from poor rural areas and are forced to pay up to \$8,000 to recruitment agencies or brokers for a job in Taiwan, resulting in substantial debt that labor agencies and/or employers use as a tool for involuntary servitude. The process for recruitment and placement of the 350,000 foreign workers in Taiwan — half of whom are caregivers working in private residences and not protected by Taiwan's labor law — lacks regulation and oversight and may therefore lead to situations of involuntary servitude. The recruitment of foreign brides primarily from Vietnam, but also from other Southeast Asian nations, is poorly controlled and, as a consequence, has become a major conduit for the trafficking of girls and women into the Taiwan sex trade, as well as for forced labor. To a much lesser extent, there is internal trafficking of children for sexual exploitation and trafficking of a small and declining number of Taiwan women to Japan for commercial sexual exploitation.

Taiwan authorities do not fully comply with the minimum standards for the elimination of trafficking; however, they are making significant efforts to do so. Taiwan is placed on Tier 2 Watch List for its failure to show evidence of increasing efforts over the past year to address trafficking, despite ample resources to do so, particularly to address the serious level of forced labor and sexual servitude among legally migrating Southeast Asian contract workers and brides. Taiwan authorities need to demonstrate political will in tackling the trafficking in persons problem on the island. Taiwan should also develop a clear policy and action plan that adequately covers sex trafficking and involuntary servitude among foreign workers and brides.

Comprehensive anti-trafficking legislation that criminalizes all forms of trafficking is critical to punishing traffickers who currently operate with relative impunity.

Taiwan has improved its collaboration with local and international NGOs to protect victims of trafficking, particularly P.R.C. citizens, and some members of its legislature are attempting to pass comprehensive anti-trafficking legislation. However, there continue to be concerns over the treatment of the large number of Vietnamese brides present in Taiwan. Taiwan officials concede that the process for admitting foreign brides is not sufficiently monitored, noting that 47 percent of Vietnamese brides in Taipei county are not living with their Taiwanese husbands. Taiwan also remains a destination for foreign workers. The oversight system for their recruitment and stay in Taiwan is not adequately scrutinized. Twenty thousand of the 350,000 foreign contract workers in Taiwan are “runaways” who have left their site of employment in Taiwan for a variety of reasons, including abuse or conditions of involuntary servitude. Taiwan authorities view most runaways as workers seeking to remain in Taiwan illegally, and therefore treat them as law-breakers, detaining and then deporting them immediately upon capture. Labor rights and anti-trafficking NGOs claim — with detailed accounts — that many of these runaway workers escaped conditions of bonded or forced labor or sexual servitude.

Prosecution

Taiwan has a number of related laws that may be used to prosecute traffickers, including laws against slavery and exploiting children in prostitution, but it does not have comprehensive anti-trafficking legislation. On April 13, 2006, Taiwan’s Council of Labor Affairs (CLA) announced that businesses or individuals caught employing illegal workers will be fined up to \$23,000. The new regulation, which took effect on April 20, 2006, will be directed at those who knowingly hire illegal workers. The CLA also announced that it will begin inspecting businesses that employ large numbers of female workers to ensure the workers are not being mistreated and to verify that the businesses have mechanisms in place that allow workers to report sexual harassment or abuse.

Over the reporting period, there were 94 indictments and eight convictions for sex trafficking crimes under Sections 231, 296, and 296-1 of Taiwan's criminal code; in contrast, there was only one reported prosecution for forced labor or exploitative labor practices. Although the CLA identified some victims of involuntary servitude, there were no cases referred for investigation or prosecution by law enforcement or judicial authorities. Punishments for employers or labor agencies found guilty of abuses, including forced labor, were administrative and light, most involving fines. The government has procedures for monitoring companies that employ foreign workers; however, none have been held criminally responsible for any potential trafficking-related violations. Taiwan legislative officials have drafted and are attempting to pass anti-trafficking legislation. Efforts are also underway to tighten immigration procedures and interviewing techniques in detention centers.

Protection

The Taiwan authorities provided inadequate protection for many victims of trafficking on the island over the last year, though they made efforts to improve levels of victim support in some areas. Most significant were efforts to identify and treat with care victims of sex trafficking found among the thousands of P.R.C. girls and women arrested for involvement in prostitution or immigration violations. As of April 3, 2006, there were 15 P.R.C. female trafficking victims at detention center facilities.

Care for the estimated larger number of foreign victims of labor trafficking, domestic servitude, or sex trafficking among Southeast Asian contract laborers and imported "brides" remained uneven. Taiwan authorities continue to punish victims of trafficking for unlawful acts committed as a direct result of their being trafficked. Taiwan authorities fail to offer P.R.C. and Southeast Asian trafficking victims legal alternatives to their removal to countries in which they face hardship or retribution. Taiwan authorities operate two detention centers that are used to detain undocumented P.R.C. females prior to their forced repatriation, which contain separate, more comfortable facilities for the hundreds of P.R.C. females identified as trafficking victims. It is not clear if these identified trafficking victims are encouraged to assist in the prosecution of their traffickers. Victim protection varied widely among the different localities on the island. While Taiwan authorities provide substantial funding to the Foundation of Women's Rights Promotion, which in turn funds local NGOs to which it also refers victims — primarily Vietnamese brides — there are no centrally funded anti-trafficking shelters on the island. Taiwan authorities have undertaken modest efforts to ensure that brides in Taiwan understand their rights, and also run a hotline for reporting abuse. However, critics claim that the hotline is rarely used and that most potential victims are not aware of its existence. Taiwan also made stronger attempts to interview foreign spouses upon entering Taiwan, as demonstrated by the increase in the identification of fraudulent marriages (30-35 percent were rejected in 2005).

In contrast, care and assistance to Southeast Asian contract workers who have become victims of involuntary servitude is minimal. Taiwan authorities made significant efforts to better regulate the foreign labor sector, but this was focused on minor labor abuses rather than on more serious allegations of involuntary servitude. In 2005, the CLA established 24 offices around the island to provide counseling and other services to abused foreign workers. These centers, however, do not provide overnight shelter for victims; the only shelters available for victims of labor exploitation or involuntary servitude are NGO facilities. In 2004, the CLA established legal aid offices, a hotline, and a booth in the airport aimed to provide information to incoming foreign workers. The CLA reported that it is administering a program that will allow abused foreign workers to be reassigned to another employer or be returned to their country of origin. It also plans to increase the number of labor inspectors. NGOs question whether the CLA will follow through with plans, and many foreign workers remain unaware of the hotline, pamphlets, or shelters.

Prevention

Taiwan authorities' public statements about the dangers of the sex trafficking problem demonstrate the seriousness with which Taiwan evaluates the problem. There is also a growing public awareness and media coverage of the huge forced labor problem found in Taiwan's relatively unregulated inflow of low-skilled foreign contract laborers. Taiwan has conducted prevention campaigns aimed at foreign workers, including brochures laying out the laws in Taiwan and running radio public service announcements. Taiwan authorities, who participate in anti-trafficking training, also provide funding to international organizations for anti-trafficking outreach, largely for the purpose of counseling girls who may be sexually exploited or trafficked.

TAJIKISTAN (TIER 2)

Tajikistan is a source country for women and children trafficked to the U.A.E., Turkey, Saudi Arabia, Kuwait, and Iran for purpose of sexual exploitation; men are trafficked to Russia for labor exploitation.

In 2005, at least 420 women were trafficked to the U.A.E. and other Arab countries for sexual exploitation, according to IOM. IOM confirmed that 2,000 men were trafficked to Russia to labor in the construction and agricultural industries. Media reports linked trafficking rings to financing terrorist organizations, although the government denies such reports.

The Government of Tajikistan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to demonstrate commitment and interest in combating human trafficking. The government drafted a national action plan that, when formally adopted, will coordinate the government's actions and clarify its goals. The government should focus on amending its trafficking law to clearly define human trafficking. Prosecutors should also receive training on how to effectively prosecute trafficking cases. The government should continue to cooperate with neighboring governments to seek cooperation in joint investigations, the extradition of traffickers, and repatriation of victims.

Prosecution

The Government of Tajikistan greatly improved its anti-trafficking law enforcement efforts over the last year. Authorities conducted 81 trafficking investigations in 2005, a substantial increase from 14 in 2004. The government prosecuted 57 trafficking cases; at the time of this report 17 of these prosecutions were still pending. Twenty-eight traffickers were convicted in 2005. Specific sentencing data on these 28 traffickers was unavailable, although the average sentence for convicted traffickers ranged from five to 12 years in prison. There were no suspended sentences; all 28 convicted traffickers were sentenced to time in prison. Government corruption in trafficking activity remained a concern; traffickers used their contacts in government agencies to illegally obtain false documents. In 2005, the 14 low-level law enforcement officers who were arrested during the previous reporting period for engaging in the commercial sexual exploitation of underage girls were dismissed from their positions.

Protection

The Tajik Government did not improve its protection of trafficking victims during the reporting period, due in part to a lack of funding. The government did not provide direct shelter facilities for victims, nor did it provide financial support to NGOs that assisted victims; however, it did work with international organizations to establish shelters and to assist and repatriate Tajik victims from abroad. In 2005, officials from the government and IOM traveled to the U.A.E. to assist in the repatriation of 48 Tajik women and one man. Once the action plan is enacted, the Ministry of Health will provide victims with medical and psychological treatment. The government encourages victims to assist in the investigation process and provide testimony during trials.

Prevention

The government conducted limited trafficking awareness efforts over the last year, though it did improve efforts to monitor immigration patterns for trafficking activity. The Ministry of Interior opened an Intelligence and Analytical Center for Counter-Narcotics and Trafficking in Persons in February 2006. Border Guards are trained to screen for potential traffickers and victims. Authorities established a data analysis center at the Dushanbe Airport to monitor travelers' data in and out of the country. In early 2006, the State Migration Service established a database to track trafficking acts. In February 2006, the government signed a Memorandum of Understanding with IOM that will coordinate IOM programs and government efforts. The government cooperated with local and international NGOs to raise awareness among more than 71,000 students at the high school and university levels. The awareness campaign included lectures, theater shows on trafficking, television and radio programming, brochures, and leaflets.

TANZANIA (TIER 2)

Tanzania is a source and possibly transit country for children trafficked for forced labor and sexual exploitation. Girls from rural areas are trafficked to urban centers for domestic servitude and commercial sexual exploitation. Domestics fleeing abusive employers as well as voluntary migrants unable to find work in urban centers sometimes fall prey to exploitation in prostitution. Boys are trafficked within the country for exploitative work on farms, in mines, and in the informal sector. Small numbers of girls are also reportedly trafficked to South Africa, Oman, the United Kingdom, and possibly other European or Middle Eastern countries for domestic servitude. Citizens of neighboring countries may be trafficked through Tanzania for forced domestic labor and sexual exploitation in South Africa and the Middle East.

The Government of Tanzania does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government made progress over the last year in improving its law enforcement response to human trafficking, particularly through training of security personnel. In order to address trafficking in persons more effectively, Tanzania should investigate and prosecute traffickers more vigorously, implement its plans to harmonize all elements of its legal code pertaining to trafficking in persons, and build on the joint government-NGO efforts in education and awareness to result in a nationwide campaign.

Prosecution

The Tanzanian government's anti-trafficking law enforcement efforts were modest during the reporting period. Although Tanzanian law prohibits human trafficking, these provisions are inadequate as they lack precise definitions and do not cover all forms of trafficking. In 2005, the government sent two officials to a seminar in South Africa on anti-trafficking legislation. The resulting national legislative review and recommendations prompted other officials to request outside technical assistance in producing draft legislation. Implementation of the Employment and Labor Relations Act of 2004 that specifically prohibits forced child labor began; during the year, 60 of the nation's 90 labor officers received three months of training on the new labor laws, including provisions concerning commercial sexual exploitation and forced child labor. No specific trafficking cases were fully prosecuted or convicted during the year. However, in May 2005, a man was arrested and charged with abusing and raping a trafficked domestic servant; the investigation is ongoing. In November 2005, police arrested a woman in Morogoro for abducting a 16-year-old girl and forcing her into prostitution and labor at a food stall; the case is pending prosecution. In addition, police in five regions rescued 53 trafficked girls and turned them over to an NGO for care. In June 2005, immigration officials detained a woman suspected of attempting to traffic two children to the United Kingdom. Although further police investigation revealed that the case did not constitute human trafficking, training provided to law enforcement officials in the previous reporting period resulted in increased awareness of trafficking, recognition of suspicious movements, and improved cooperation between police and immigration officials. Government officials who participated in a November 2005 conference on combating human trafficking subsequently trained 30 local officers on Unguja, the main island of the Zanzibar archipelago, and 15 to 20 immigration officials in March on Pemba island. In March 2006, the government obtained training for 130 immigration cadets and 500 prison wardens on the nature of human trafficking and recognizing victims.

Protection

The government provided indirect care to trafficking victims during the reporting period. Police officers and railway officials referred trafficking victims to NGOs that provided protective services. An NGO

established a free hotline in Dar es Salaam that police utilized during the year to report the discovery of trafficking victims. The government provided medical supplies, including HIV test kits and drugs for treating STDs, to NGOs that assist trafficking victims; between 1,800 and 2,200 girls, some of whom are trafficking victims, received these provisions in 2005. The government also trained more than 30 NGO staff members on health issues and provided trafficking victims access to health clinics. In 2005, 969 children were withdrawn from commercial sexual exploitation, 1,379 from domestic work, and 420 from mining through the involvement of labor inspectors and police in an ILO-IPEC program; some of these children were victims of trafficking.

Prevention

The government undertook modest prevention efforts. Knowledge of human trafficking spread beyond a central core of officials in a few ministries to groups of key officials in all relevant ministries. Local government officials at the district and ward-level worked with an NGO at 18 locations in 11 districts to educate bar owners on the illegality of employing underage girls. During the year, the Ministry of Foreign Affairs assumed the lead in coordinating national anti-trafficking initiatives and chaired the inter-ministerial committee on human trafficking, which met twice. In December, the committee appointed a police officer to be the Research Coordinator for Human Trafficking; he requested training of government officials and began advocating for the creation of an anti-trafficking office within the Ministry of Public Safety and Security. The Ministry of Education and Vocational Training assumed responsibility for operating over 300 educational centers for persons at risk of being trafficked, many of whom headed households or had never been to school.

THAILAND (TIER 2)

Thailand is a source, transit, and destination country for men, women, and children trafficked for the purposes of sexual exploitation and forced labor. A significant number of Thai women are trafficked to Japan, Malaysia, Bahrain, Australia, Singapore, South Africa, Taiwan, Europe, and North America for sexual exploitation. Thai laborers working abroad often pay excessive recruitment fees prior to departure, resulting in situations of severe indebtedness which can lead to debt bondage, a form of trafficking in persons. Burmese, Cambodian, and Lao men are primarily trafficked to Thailand for forced labor in the construction and agricultural sectors, particularly the fishing industry, while Burmese, Cambodian, and Lao women and girls are trafficked for factory and domestic work and the sex trade. A significant number of Cambodian children are trafficked to Thailand for the purpose of begging. The majority of trafficking victims from Burma, Laos, Cambodia, and the People's Republic of China (P.R.C.) are economic migrants who are subjected to conditions of forced or bonded labor and commercial sexual exploitation in Thailand. Regional economic disparities drive significant illegal migration into Thailand, presenting traffickers with opportunities to move victims into labor or sexual exploitation. Internal trafficking also occurs in Thailand, involving victims from Northern Thailand, especially ethnic hill tribe women and girls who are denied Thai citizenship. The denial of citizenship to ethnic hill tribe people makes them more susceptible to trafficking. Widespread sex tourism in Thailand encourages trafficking for sexual exploitation.

The Government of Thailand does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Thai

Government showed progress in convicting traffickers and providing protection for victims of trafficking, although progress was not seen in efforts to address labor forms of trafficking. Implementation of Thailand's labor export regulations is weak, allowing unscrupulous employment agencies to subject Thai workers to conditions of debt bondage in jobs overseas. Some Thai agricultural and unskilled laborers pay exorbitant fees to work overseas and often face conditions of involuntary servitude in the destination country. Thailand lacks adequate protection for victims of labor trafficking, but a comprehensive draft anti-trafficking law that will criminalize labor forms of trafficking is expected to be approved by the Thai Parliament by the end of 2006. Government action should focus on taking steps to punish acts of forced labor among vulnerable foreign migrant populations in Thailand and to provide greater protection for Thai workers sent abroad by exploitative Thai labor supply companies. Progress in passing and enacting the draft comprehensive anti-trafficking law would bring Thailand into compliance with international standards.

Prosecution

The Royal Thai Government made modest progress in its law enforcement efforts against trafficking over the reporting period. Thailand has an anti-trafficking law (1997), but it applies only to trafficking of women and children for sexual exploitation and fails to criminalize forced or bonded labor or trafficking involving men. The 1997 law provides for imprisonment of one to 10 years for trafficking women and seven years-to-life imprisonment for trafficking children. In 2005, the government reported 352 arrests and 74 convictions from cases filed in 2003 and 2004. Sentences handed down for trafficking cases remained light, with an average sentence of three years' imprisonment. The Thai Police reported no arrests or prosecutions of law enforcement officials complicit in trafficking. There was no information available on the prosecution of 18 police officers fired in 2003 for complicity in trafficking.

Protection

In 2005, the Thai Government continued to provide impressive protection to select categories of trafficking victims; others, such as male foreign victims of forced or bonded labor, received little or no protection. Government care for victims of sexual exploitation is provided only after the victims are identified by NGO or government social workers. The Thai Government operated 97 shelters throughout the country for abused women and children, six regional shelters exclusively for foreign trafficking victims, and a central shelter outside of Bangkok with capacity for over 500 foreign trafficking victims. Coverage of this network of shelters, however, is uneven as the northernmost shelter in Phitsanulok is too far to provide rapid and adequate victim services to key northern provinces such as Chiang Mai, Chiang Rai, and Phayao. A \$12.5 million fund was established in August 2004 by the Thai prime minister to care for victims of trafficking and to support anti-trafficking projects, but so far only \$2.5 million has been scheduled for expenditure.

Thailand's overseas missions continued to provide support to Thai sex trafficking victims who wished to return home and could prove their Thai citizenship, but limited funding is available to assist their repatriation through the Ministry of Social Development and Welfare (MSDW). Ethnic non-Thai victims trafficked from or through Thailand, however, received less Thai Government support. Implementation of a June 2005 Thai Cabinet policy decision to protect and repatriate non-Thai citizens to Thailand, if they can prove prior residency in Thailand, has yet to be completed. During the reporting period, MSDW continued to conduct seminars for government officials on implementation of the government's memorandum of understanding with NGOs on the treatment of sex trafficking victims and

the country's national action plan. The government also provided police and consular officials with training on trafficking issues and dealing with victims.

There remain no formal and systematic protections offered to foreign victims of forced or bonded labor in Thailand. Although trafficking of men is not addressed in current Thai law, the Thai police in several cases in the last year referred Burmese men who were trafficking victims to protective care, rather than subject them to arrest and deportation. The Thai Government does not offer legal alternatives to the removal of foreign trafficking victims to a country where they may face hardship or retribution.

Prevention

The Thai Government sustained its efforts to raise awareness of trafficking in 2005. The Thai police continued its public information campaign, which included the placement of signs and posters at public transportation venues and in residential neighborhoods. The public information campaign also included a hotline for reporting suspected cases. The government continued to support the work of NGOs and international organizations to carry out public awareness campaigns and provide victim support services.

TOGO (TIER 2 WATCH LIST)

Togo is a source, transit, and destination country for children, women, and men trafficked for forced labor and sexual exploitation. The majority of victims are children, and trafficking within the country is more prevalent than international trafficking. Children are trafficked within Togo, and to Gabon, Benin, Burkina Faso, Nigeria, Niger, Cote d'Ivoire, Lebanon, and Europe to work as domestic servants, produce porters, roadside sellers, agricultural laborers, and for sexual exploitation. Togolese women may be trafficked to Europe for forced labor and sexual exploitation.

The Government of Togo does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Togo is placed on Tier 2 Watch List for failure to show evidence of increased efforts to combat trafficking over the past year, particularly in the areas of prosecution and protection. The government failed to convict any persons for trafficking offenses during the year. For the first time, however, the government passed legislation in 2005 prohibiting child trafficking. To improve its response to trafficking, Togo should increase prosecution and protection efforts and improve inter-ministerial cooperation to combat trafficking.

Prosecution

The Government of Togo has taken initial steps to combat trafficking through law enforcement over the last year despite resource constraints. Inconsistencies in the 2005 anti-child trafficking law have made implementation and prosecution difficult. However, a draft Child Code with an improved law is pending adoption, as is a comprehensive law criminalizing all forms of trafficking in all persons. The government filed complaints against 16 traffickers who are awaiting prosecution. Togo signed a multilateral anti-trafficking agreement with nine other West African countries in July 2005.

Protection

The Togolese Government continued to provide limited protection to victims during the reporting period. The government provides initial, temporary shelter and psychological and social services to

victims, although it does not operate its own shelters. Police, ministry officials, and regional anti-trafficking committees refer victims to NGOs and international organizations for care. The National Committee for the Reception and Reinsertion of Trafficked Children continued to assist NGOs and international organizations to reunify victims with their families. The government contributed \$4,000 to an NGO shelter in 2005. During and following "Operation Rescue" — a raid of a Lome market where children are sexually exploited — the government inadvertently violated victim rights and provided inadequate victim care by returning detained children, including possible trafficking victims, to the market after brief detention. The government failed to educate these victims' families about trafficking or to provide follow-up care or monitoring.

Prevention

Togo continued to make modest efforts to educate the public about trafficking. Regional and local committees organized by the government, and with government participation, have played a significant role in raising awareness about trafficking and identifying potential victims. Although Togo's new child trafficking statute mandates the formation of a National Commission Against Child Trafficking, the government has not issued the decree necessary to establish this body. The government lacks adequate inter-ministerial coordination to combat trafficking. The government media ran several articles about the new anti-trafficking law and, in collaboration with NGOs, aired a television documentary on trafficking. The government also collaborated with NGOs, regional committees, and international organizations to educate union and employer organizations, school associations, students, and journalists about trafficking.

TUNISIA (TIER 2)

Tunisia is a transit country for North and sub-Saharan African men and women migrating to Europe, some of whom may be trafficked for the purposes of involuntary servitude or sexual exploitation. The Government of Tunisia does not systematically differentiate trafficking victims from illegal migrants traveling through the country. Tunisia may also be a source country for internal trafficking of children for commercial sexual exploitation.

The Government of Tunisia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Tunisia worked closely with European neighbors to address the issue of smuggling and trafficking. The government also monitors its borders closely to interdict smuggling and trafficking rings. However, Tunisia should take measures to systematically screen illegal migrants to identify possible trafficking victims and devise an appropriate anti-trafficking response, including a means for according protection to victims of trafficking. The government should also utilize existing laws to identify and prosecute a greater number of traffickers.

Prosecution

The Government of Tunisia took some measures to punish trafficking crimes over the last year. Tunisia has a comprehensive anti-trafficking law criminalizing all forms of trafficking, but the government may have used other statutes to prosecute some persons involved in human smuggling to Europe and those involved in the commercial sexual exploitation of children. Nonetheless, the government failed to actively distinguish between persons smuggled and trafficking victims. Local NGOs report none of the illegal migrants they assist have identified themselves as victims of trafficking. Tunisia should ensure investigators have appropriate training to identify potential trafficking victims. It should also pursue

training programs for police officers, attorneys, and judges on methods of investigating and prosecuting trafficking crimes.

Protection

Tunisia made limited progress in its efforts to protect victims of trafficking during the year. The government has no formal system specifically to protect trafficking victims, but victims of trafficking have access to social services available for the abused and vulnerable. For instance, the government assigns a child protection delegate for each district to ensure that child sexual abuse victims receive adequate medical care and counseling. Tunisia also employs government workers, including social workers, to assist in three shelters operated by the Tunisian National Women's Union. Nonetheless, child victims of commercial sexual exploitation may be incarcerated for acts directly related to their having been trafficked. The government should grant funding to foreign or domestic NGOs to support identified trafficking victims. In addition, the government should provide specialized training programs for government or embassy officials to help them identify victims of trafficking.

Prevention

The Government of Tunisia took positive steps to prevent trafficking in persons over the reporting period. Tunisia collaborated with European counterparts such as the Italian Government to interdict smuggling rings, some of which may include traffickers. The Tunisian and Italian Governments, for example, jointly implemented an immigration program designed to reduce illegal migration via Tunisia to Italy. To prevent the abuse of Tunisian workers abroad, the government deployed “social attachés” in countries with large Tunisian populations to inform those workers of their rights. The government should continue monitoring its borders to screen for potential victims of trafficking and develop anti-trafficking public awareness campaigns.

TURKEY (TIER 2)

Turkey is a major destination and transit country for women and children trafficked primarily for sexual exploitation and, to a lesser extent, forced labor. In 2005, IOM's office in Turkey reported that 60 percent of cases identified involved victims from Ukraine and Moldova; other victims are trafficked from throughout Eastern Europe and the former Soviet Union. Reports of trafficking within Turkey continued. Turkish traffickers used violence to control their victims, often using threats against victims' families as a powerful form of coercion.

The Government of Turkey does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Turkish Government actively investigated cases of trafficking in 2005 and continued to screen potential trafficking victims, increasing the number of identified and repatriated victims during the year. However, the application of this screening appeared uneven; IOM reported that many trafficking victims were not identified prior to their deportation by Turkish authorities. The number of government prosecutions decreased in 2005 and courts acquitted or dismissed cases against a significant number of suspected traffickers. The Turkish Government should improve the screening of potential victims and ensure they are fully informed of their rights. The government should take steps to improve its investigations and judicial awareness of trafficking, fully implement the revisions to the penal code to strengthen punishments for trafficking, and encourage victims to assist in investigations.

Prosecution

The Government of Turkey made modest, but uneven, progress in its efforts to punish trafficking crimes over the last year. Turkish authorities investigated 166 trafficking cases against 241 suspects in 2005. The government prosecuted 48 cases involving 144 suspects during the reporting period, a decrease from 142 cases in 2004. Turkish courts increased the number of trafficking convictions to a total of 29 traffickers in 2005, nine of whom received sentences of four to five years' imprisonment. The remaining 20 convicted traffickers received probation or fines. Seventy-five of the suspected traffickers prosecuted were acquitted and 40 other cases were dismissed or remanded to other courts. Of the 379 suspects arrested for trafficking, 134 were released and 105 escaped in 2005. The government continued to train its police to improve its law enforcement response to trafficking. During the reporting period, the Jandarma trained 206 new officers in targeted trafficking districts. In addition, 120 officers attended training that focused on investigative techniques, sensitive treatment of victims as witnesses and ways to cooperate with NGOs. The government improved its capacity to cooperate on trafficking cases with source countries by signing anti-trafficking protocols with Georgia, Ukraine, and Moldova. During the reporting period, some source country governments reported that the Turkish Government failed to respond to requests for bilateral assistance. Reports of Turkish law enforcement officials facilitating illegal prostitution and trafficking continued, although there were no reported investigations of official complicity in trafficking in 2005. The government continued its prosecution of two police officers charged with trafficking in March of 2005.

Protection

The Turkish Government improved protection for victims of trafficking over the last year. In October 2005, Ankara authorities renovated and opened a second trafficking shelter in the country. Local government officials continued to provide the rent and administrative costs for its shelter in Istanbul. Combined, both shelters reported assisting 134 victims in 2005. International organizations and NGOs reported repatriating a total of 220 victims in 2005, a significant increase from 62 in 2004. The government issued eight humanitarian visas to allow victims to stay in Turkey and receive government services, a decrease from 13 issued the previous year. The government continued to provide full medical assistance to victims of trafficking. Although the government has a screening and referral system in place, IOM reported 249 trafficking victims were identified outside Turkey after their likely deportation in 2005. Notably, the Ministry of Interior is investigating IOM's claims that some victims of trafficking are not provided with legal alternatives to their removal to countries where they face hardship or retribution.

Prevention

The Turkish Government launched a national multi-lingual anti-trafficking hotline in May 2005. This hotline helped rescue 52 victims from their traffickers. Throughout the reporting period, Turkish authorities at key border crossings and consular officials abroad distributed small passport inserts to travelers to publicize the hotline and warning signs of trafficking. The Turkish Jandarma printed and distributed an additional 150,000 copies of their anti-trafficking brochures to police precincts and citizens throughout Turkey in 2005.

UGANDA (TIER 2)

Uganda is a source country for men, women, and children trafficked for forced labor and sexual exploitation. The terrorist rebel organization Lord's Resistance Army (LRA) abducts children and adults in northern Uganda and southern Sudan to serve as cooks, porters, agricultural workers, and combatants; girls are subjected to sex slavery and forced marriage. Some abducted children and adults remain within Uganda, while others are taken to southern Sudan or eastern Democratic Republic of the Congo. There are reports of a small number of children serving in the Uganda People's Defense Forces (UPDF) and various local militias known as Local Defense Units; there is no evidence that security forces conscript children. Ugandan girls are trafficked within the country from rural villages to border towns and urban centers for commercial sexual exploitation.

The Government of Uganda does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To further its anti-trafficking efforts, the government should prosecute perpetrators of child commercial sexual exploitation, develop a mechanism for providing protective services to all types of trafficking victims, take steps to pass a comprehensive anti-trafficking law, and clarify which cases of child defilement meet the definition of trafficking in persons.

Prosecution

With the exception of the existing amnesty program, the government's anti-trafficking law enforcement efforts were minimal during the reporting period. Uganda does not have a comprehensive law specifically prohibiting trafficking in persons; however, during the year, a member of parliament drafted a comprehensive anti-trafficking law and lobbied for support. The penal code specifies penalties for several trafficking-related offenses, such as forced labor, but there have been no trafficking cases prosecuted under these laws. The government's vigorous prosecution of "child defilement" cases included an undetermined number of cases involving trafficked children. Police conducted several anti-prostitution "sweeps" in urban centers; statistics on children in prostitution found during these activities were not kept and these girls were generally released the same day. In October 2005, the Ugandan and Sudanese Governments expanded their agreement permitting UPDF operations on Sudanese territory, allowing the UPDF to use air support and operate north of the previous boundary line. When captured, LRA rebels are not charged with human trafficking. Instead, almost all ex-combatants apply for amnesty; in 2005, 691 former LRA combatants applied for and received amnesty. The UPDF reportedly screened out 72 children applying to join military forces in early 2005.

Protection

While the government offers initial protection to children separated from the LRA, it does little to care for those exploited in prostitution. In 2005, the UPDF's Child Protection Unit facilitated the reception and debriefing of 563 surrendered or captured child soldiers at two reception centers, as well as their subsequent transfer to NGO-run reintegration programs. Child soldiers that have been reintegrated by NGOs into their communities are provided the same protective services extended to the entire community. The government does not offer protection for child victims of commercial sexual exploitation. In June, the Ministry of Gender, Labor, and Social Development began coordinating the administration of government services and international funds that support vulnerable children, including those in prostitution or made vulnerable by conflict.

Prevention

The government demonstrated greater initiative to increase public awareness of trafficking during the reporting period. In northern Uganda, the government used regular local-language radio programs to persuade abducted children to return from the bush. ILO-IPEC trained 150 local police officers and 38 senior police commanders to raise local community awareness on the nature and dangers of exploitative child labor, including child commercial sexual exploitation. Between October and December 2005, these officers led over 40 community meetings on the subject, visited more than 40 schools, participated in 25 radio programs, and trained an additional 300 police officers on their responsibility to prevent child exploitation and enforce the related laws. Government officials participated in a national anti-trafficking working group that supported the drafting of an anti-trafficking law.

UNITED ARAB EMIRATES (TIER 2 WATCH LIST)

The United Arab Emirates is a destination country for men, women, and children trafficked from South and East Asia, Eastern Europe, Africa, and the Middle East for involuntary servitude and for sexual exploitation. An estimated 10,000 women from sub-Saharan Africa, Eastern Europe, South and East Asia, Iraq, Iran, and Morocco may be victims of sex trafficking in the U.A.E. Women also migrate from India, Sri Lanka, Bangladesh, Indonesia, Ethiopia, and the Philippines to work as domestic servants, but may have their passports confiscated, be denied permission to leave the place of employment in the home, and face sexual or physical abuse by their employers. Similarly, men from India, Bangladesh, and Pakistan come to the U.A.E. to work in the construction industry, but may be subjected to conditions of involuntary servitude as they are coerced to pay off recruitment and travel costs that can exceed two years' wages, sometimes having their wages denied for months at a time. Victims of child camel jockey trafficking may still remain in the U.A.E. Once a destination for thousands of young boys trafficked from Pakistan, Bangladesh, Sudan, and Mauritania to work as camel jockeys, the U.A.E. enacted a law banning the practice in July 2005, and all identified victims were repatriated at the government's expense to their home countries. Questions persist as to the effectiveness of the ban, and the number of victims is still unidentified.

The Government of the U.A.E. does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The U.A.E. is placed on Tier 2 Watch List for its failure to show increased efforts to combat trafficking over the past year, particularly in its efforts to address the large-scale trafficking of foreign girls and women for commercial sexual exploitation. Despite a significant problem of sex trafficking, U.A.E. authorities failed to take adequate measures to screen women found in prostitution in order to determine whether they were victims of trafficking, and to provide them with adequate care. Instead, many victims are jailed along with criminals and deported. Prosecutions for sex trafficking are extremely low relative to the scope of the problem. The government should do more to improve screening for victims, encourage victims to testify against their traffickers, and provide them with alternatives to detention and deportation.

Prosecution

Over the year, the U.A.E. made minimal improvements in its law enforcement efforts, particularly with regard to prosecutions for sex trafficking. Despite approximately 100 reported complaints of trafficking for sexual exploitation in 2005, the government reported only 22 convictions for sex trafficking crimes.

Victims of sex trafficking are regularly treated as criminals if they entered the U.A.E. consensually, regardless of their being subjected to conditions of involuntary servitude later. Similarly, the government prosecuted no cases of labor trafficking this year; in fact, the U.A.E. does not identify laborers forced into involuntary servitude as trafficking victims if they are over the age of 18 and entered the country voluntarily.

The Dubai police established a human trafficking division to investigate trafficking crimes, and police, prosecutors, judges, and other government officials received anti-trafficking training. Nonetheless, investigations and prosecutions for trafficking remain uneven; although the government regularly inspects for violations of the child camel jockey ban, police do not proactively investigate sex or labor trafficking, resulting in many victims being deported as criminals or remaining in trafficking conditions. In July 2005, the U.A.E. banned the use of camel jockeys under the age of 18, and has convicted 20 individuals for trafficking child camel jockeys. The U.A.E. should significantly increase prosecutions of all forms of trafficking, recognize forced labor as a form of trafficking even if the victim came to the U.A.E. willingly, and actively investigate trafficking for sexual and labor exploitation.

Protection

The U.A.E. made uneven progress in protecting trafficking victims this year. The government failed to provide adequate protection to victims of labor trafficking, often deporting them or relying on source country embassies to care for them. The U.A.E. also continues to arrest and deport between 5,000 and 6,000 foreign women found in prostitution annually without adequately screening them for evidence of trafficking or offering them legal alternatives to their removal to countries where they face hardship or retribution. Women who identify themselves as trafficking victims may be housed in hotels pending their testimony against their traffickers and can access counseling, medical care, and repatriation aid from the Victim Assistance Unit in Dubai, though in practice such assistance to trafficking victims is sporadic. Victims often conceal that they were trafficked, fearing retribution by traffickers if they are compelled by local police to cooperate in an investigation or prosecution. Improved screening for indications of trafficking and additional alternatives to deportation are necessary to identify these victims and provide an avenue of escape for those who wish to pursue it. The U.A.E. has reportedly been uncooperative in repatriating victims to Tajikistan.

In July, with the help of UNICEF, the U.A.E. established additional shelters for rescued child camel jockeys. Between late 2005 and early 2006, the government repatriated approximately 1,071 children identified by UNICEF and the U.A.E. as trafficking victims, and provided funding to facilitate their reintegration into their home countries. It is unclear how many unidentified child camel jockey victims may still remain in the country. The U.A.E. should increase protection for victims of forced labor, improve screening to distinguish illegal migrants and women arrested for prostitution from trafficking victims, and provide shelters to protect victims during investigation and prosecution of the traffickers.

Prevention

The U.A.E. made noticeable progress in its efforts to prevent trafficking in persons this year. The Dubai police established a website and 24-hour hotline for victims to lodge complaints. The government also launched an anti-trafficking awareness campaign including public advertisements and pamphlets distributed in airports, worksites, and embassies warning potential victims of their rights and resources.

UKRAINE (TIER 2)

Ukraine is primarily a source country for men, women, and children trafficked internationally for the purposes of sexual exploitation and forced labor. Primary destination countries include Turkey, Russia, and Poland. Other major destinations include the Czech Republic, Italy, Israel, Greece, Serbia and Montenegro, the United Kingdom, Lithuania, and Portugal. Reports of internal trafficking continued. The number of destination countries used by traffickers increased in 2005, with almost 50 countries serving as destination points throughout Europe and eastward, including China.

The Government of Ukraine does not fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2005, Ukraine increased its law enforcement capacity, proactively investigated trafficking, and strengthened its anti-trafficking criminal code; however, two-thirds of convicted traffickers received probation instead of prison sentences. The government should strengthen the General Prosecutor's Office's (GPO) capability to effectively prosecute trafficking cases by creating a specialized unit of trial prosecutors and strengthen their anti-trafficking advocacy and trial skills through regular training courses. The government should also take greater steps to provide protections for government witnesses, ensure victims' rights are protected in court, and provide guidance to courts on procedures for handling trafficking cases with the goal of increasing the number of victims willing to testify against their traffickers. The government should collaborate with NGOs in providing victims with comprehensive protection and rehabilitation services, especially by increasing government funding of these services. Failure to increase effective trafficking prosecutions could lead to a more negative assessment in the next Report.

Prosecution

The Government of Ukraine in 2005 created an anti-trafficking department with over 500 officers assigned throughout Ukraine. During the reporting period, the government completed 78 trafficking investigations, prosecuted 95 trafficking cases, and convicted 115 traffickers. The sentences for 47 traffickers ranged from three to eight years, with the remaining traffickers being placed on probation. In 2005, the government amended its criminal code to address the full range of trafficking crimes and satisfy the requirements of the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children. Ukrainian law covers both trafficking for forced labor and sexual exploitation; penalties range from three to 15 years and are commensurate with those for other grave crimes. During the reporting period, the government, in cooperation with international organizations, conducted specialized anti-trafficking training for investigators, prosecutors, and judges. The Ukrainian Government took steps during the year to improve and accelerate procedures for sharing evidence and investigating trafficking with its law enforcement counterparts in source countries. Trafficking-related complicity and official corruption continued to be problems, and reports of high-level intervention continued. The government investigated five anti-trafficking police for taking bribes related to trafficking.

Protection

The Government of Ukraine continued to rely on NGOs and international organizations to provide the bulk of victim assistance and protection in 2005. Through its consulates abroad, the Ministry of Foreign Affairs repatriated 498 Ukrainian victims during the reporting period. The government reported 446

Ukrainian victims in trafficking cases and IOM assisted 720 victims in 2005. Law enforcement authorities continued to cooperate with NGOs at the port of Odessa and Boryspil airport to screen and refer victims repatriated or deported from abroad. The Ministry of Foreign Affairs encouraged Ukrainian diplomats to refer all trafficking victims to IOM. The government failed to take steps to establish a credible victim witness program for trafficking victims in 2005. The government's inability to adequately protect victims continued to result in few victims safely cooperating in prosecutions; victims' confidentiality and dignity were not sufficiently respected.

Prevention

During the reporting period, the government's inter-agency commission coordinated and monitored the country's overall anti-trafficking efforts. High-ranking government officials spoke at various public events to warn citizens about the potential risks of trafficking, and underscored the need to be compassionate and supportive of victims who are repatriated to Ukraine. Ukraine in 2005 slightly increased its resources for implementation of its Comprehensive Program for Combating Trafficking. In 2005, the Ministry of Labor withdrew some domestic employment agencies' licenses due to their involvement in trafficking. The Ministry for Education and Science helped conduct an information campaign on trafficking to raise awareness among both students and teachers.

UNITED KINGDOM (TIER 1)

The United Kingdom is primarily a destination country for trafficked women, children, and men from Eastern Europe, the Balkans, and East Asia for the purposes of sexual exploitation and forced labor. Some victims are trafficked through the U.K. to Western Europe. It is estimated that a number of the foreign nationals in prostitution in London's brothels, saunas, and massage parlors are trafficking victims. NGOs report a problem of children trafficked into domestic servitude, particularly from West Africa.

The Government of the United Kingdom fully complies with the minimum standards for the elimination of trafficking. The United Kingdom demonstrated strong law enforcement and prevention efforts throughout the reporting period, and made appreciable progress in improving its performance regarding victim protection. The government showed strong political will to prosecute trafficking and took initiative to improve its protection and overall anti-trafficking efforts by launching a wholesale review of its approach to trafficking in 2005. However, there is no specialized immigration status available for trafficking victims, and shelter capacity for victims continued to be limited. Although the government implemented protocols on victim identification in some of the largest police jurisdictions, nationwide adoption of standardized protocols are recommended to increase victim identification and protection. The government should continue and expand specialized training to include screening and referral of potential trafficking victims for all front line responders among law enforcement, immigration, medical, educational, and social services.

Prosecution

The Government of the United Kingdom mounted a vigorous and effective enforcement and prosecution campaign to combat trafficking in 2005. It successfully prosecuted and punished trafficking, and U.K. courts handed down some of the longest sentences for traffickers in

Europe. In 2005, it conducted 343 trafficking investigations and prosecuted eight cases of trafficking for sexual exploitation and one case of forced labor trafficking. As a result, the government convicted 22 traffickers. Punishment adequately reflected the heinous nature of the crime; sentences in these cases ranged from five to 21 years. In addition, the government continued to prosecute traffickers using other law enforcement tools. In January 2006, the government sentenced a U.K. national to five years and four months for sexually abusing two boys in Ghana. In April 2005, the government passed the Serious Organized Crime and Police Act creating a national-level law enforcement entity to disrupt and dismantle organized crime, placing human trafficking second on its list of priorities. The agency is expected to ensure a more comprehensive and coordinated response to trafficking in the U.K. The government's current task force on trafficking continued to coordinate with and engage counterparts in source and transit countries to investigate and dismantle trafficking networks.

Protection

The United Kingdom did not adopt a nation-wide victim-centered approach for trafficking victims in 2005, although it is making serious and sustained efforts to remedy this. National level protocols for identification and standardized procedures for trafficking victims were developed and finalized during the reporting period; many police officers already exercise good practice in identifying and protecting victims of trafficking. The government continued to fund its pilot project that provided 25 places in a London shelter and specialized care for adult women who are victims of trafficking. The government took steps to increase victim capacity at the shelter by funding an additional 10 spaces for victims who require less urgent care. According to the government's evaluation of the project released in September 2005, the shelter accommodated 43 victims of trafficking out of a total of 169 referrals during the period of March 2003 to July 2004. Many of the referrals did not meet the project's criteria. In 2005, the shelter reported housing 56 victims of trafficking. During this timeframe, four victims who met the shelter's criteria were turned away due to the project being at capacity, and three more victims were waitlisted and ultimately turned away. Some NGOs and international organizations criticized the eligibility criteria, claiming they excluded many trafficking victims from receiving much needed assistance and safety. On some occasions, police provided accommodations to trafficking victims at their own expense. The police continued to maintain a child protection presence at Heathrow airport in response to at-risk unaccompanied children arriving at this significant port of entry. According to some observers, the government and immigration authorities made insufficient efforts to proactively screen or identify all potential trafficking victims at ports of entry during the reporting period. However, a major initiative to conduct such screening was launched in February 2006.

Prevention

In 2005, in coordination with NGOs and other stakeholders, the government launched a national consultation regarding trafficking policy that solicited comment on a number of reforms of existing policies and approaches, which if adopted would bring the United Kingdom more in line with established best practices in the area of victim protection. The process boosted visibility of trafficking in the media and served to raise grassroots and official awareness of the problem. In January 2006, the government announced a policy of reducing demand for women in prostitution which included a "zero-tolerance" policy for those who solicit women in prostitution in public.

URUGUAY (TIER 2)

Uruguay is principally a source country for women and children trafficked within the country, and particularly to states bordering Brazil, for the purpose of sexual exploitation. Prostitution rings may also exploit children in popular tourist areas of Maldonado. Reports were received of poor parents turning over their children to third parties for domestic service or agricultural labor in conditions of involuntary servitude. Authorities have identified no transborder trafficking cases since the discovery in January 2005 of a group of Chinese migrants exploited in forced agricultural labor.

The Government of Uruguay does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Official reports of trafficking are few, but the government has made a good faith effort to investigate allegations of trafficking while strengthening programs to educate and warn potential victims. The government should update national laws to criminalize all forms of trafficking, and increase efforts to train government officials throughout the country to identify and investigate potential trafficking situations.

Prosecution

The Government of Uruguay made limited progress in investigating and prosecuting trafficking cases during the reporting period. Authorities successfully prosecuted and convicted three traffickers in a forced labor case uncovered in January 2005, initiated prosecution of one trafficking ring, and investigated one case of an alleged child prostitution ring operating near the Argentine border. Uruguay's anti-trafficking laws do not address the trafficking of adults and most trafficking-related crimes fall under commercial sexual exploitation of children, fraud, and slavery statutes. There were no reports of officials complicit in trafficking during the reporting period.

Protection

The Government of Uruguay continued to lack programs for assisting trafficking victims during the last year. Social services for all victims of crime were generally under-funded. The government funded some assistance to NGOs working in the area of trafficking, but legal, medical, and psychological care for victims was not available in all parts of the country. Shelters for victims of abuse were also mandated to assist trafficking victims but could not provide accommodations to all those requesting shelter and did not keep records that identified whether any individuals they assisted were trafficking victims.

Prevention

Government efforts to raise public awareness, particularly among groups most vulnerable to trafficking, increased during the reporting period. The Ministry of Education produced public service announcements aired on national television. The Ministry also began to incorporate anti-trafficking segments in the sex education curriculum at all levels taught. The government disseminated information and trained police forces on new legislation including anti-trafficking provisions, but these efforts were weakly felt outside the capital, where almost half of the population resides.

UZBEKISTAN (TIER 3)

Uzbekistan is a source and, to a lesser extent, a transit country for women trafficked to the U.A.E., Israel, India, Malaysia, South Korea, Russia, Japan, Thailand, and Turkey for the purpose of sexual exploitation. Women from other Central Asian countries and China are trafficked through Uzbekistan. Men are trafficked for purposes of forced labor in the construction and agricultural industries to Ukraine, Russia, Kazakhstan, and Kyrgyzstan. Men and women are also trafficked within the country. A significant number of Uzbek victims are trafficked annually.

The Government of Uzbekistan does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The Government of Uzbekistan was placed on Tier 2 Watch List in the 2005 Report based on commitments by the country to take additional steps during the 2006 reporting period, including the adoption of comprehensive anti-trafficking legislation, criminal code amendments to raise trafficking penalties, support to the country's first trafficking shelter, and approval of a national action plan. Uzbekistan is placed on Tier 3 because it failed to fulfill these commitments. Regrettably, the government made no progress in the adoption of comprehensive anti-trafficking legislation that has been pending since 2003, nor did it amend its criminal code to strengthen the punishment for traffickers to ensure convicted traffickers serve time in prison. Further, the government did not approve a national action plan on trafficking nor did it provide any financial assistance, in-kind assistance, or logistical support to the country's only anti-trafficking shelter. These sizable deficiencies in law enforcement and victim assistance must be addressed in order for Uzbekistan to effectively combat human trafficking.

Prosecution

The Government of Uzbekistan showed very little progress in its law enforcement efforts to combat trafficking over the last year. According to the Prosecutor's Office, 148 traffickers were convicted in 2005. As a result of the government's failure to amend its criminal code during the last year to increase prison sentences for trafficking offenses, the majority of convicted traffickers received prison sentences of less than 10 years, were granted amnesty, and thus served no time in prison. Allegations that local officials accepted bribes from traffickers to facilitate trafficking continued, though there were no reported investigations or prosecutions of such corrupt officials. The government, however, acknowledges the need for more cooperation with destination countries. In October 2005, the government co-sponsored an international conference on trafficking organized by IOM and a local NGO; a wide-range of government agencies and law enforcement representatives participated and helped boost regional counter-trafficking cooperation.

Protection

The government failed to provide adequate victim assistance and protection. The government provided no direct support to victims within Uzbekistan, although it did work closely with an NGO network to assist in the repatriation of some Uzbek victims and provided legal assistance to victims. The government's general crack-down on NGOs resulted in the closure of two NGOs addressing trafficking during the reporting period. Airport police referred a few female victims to the only trafficking shelter in Uzbekistan. This shelter is run by a local NGO and housed about 100 victims in 2005; the NGO assisted a total of 313 trafficking victims in 2005. The government identified 675 trafficking victims during the reporting period. The government encouraged victims to give statements and assist with investigations; however, it continued to provide minimal protection to victims or witnesses. The

government preserved the confidentiality of victim names, provided police escorts for some victims when necessary, and allowed NGOs to observe some police interviews of victims. Uzbek missions abroad assisted in repatriating Uzbek trafficking victims.

Prevention

The Uzbek government worked with NGOs to promote public awareness of trafficking in 2005. Regional government-owned television stations worked with NGOs to air informational public service announcements regarding the dangers of trafficking. The government allowed NGOs to place posters warning about trafficking on public buses, at passport offices, in subway cars, and in Uzbek embassies abroad. The government also paid to have these posters translated into the Karakalpak language and distributed them to regions in the western part of Uzbekistan. The state radio continued to air campaigns sponsored by the Ministry of Interior and IOM to raise public awareness.

VENEZUELA (TIER 3)

Venezuela is a source, transit, and destination country for women and children trafficked for the purposes of sexual exploitation and forced labor. Women and children from Colombia, China, Peru, Ecuador, and the Dominican Republic are trafficked to and through Venezuela and subjected to commercial sexual exploitation or forced labor. Venezuelans are trafficked internally and to Western Europe, particularly Spain and the Netherlands, and countries in the region such as Mexico, Aruba, and the Dominican Republic for commercial sexual exploitation. Venezuela is a transit country for illegal migrants from other countries in the region – particularly Peru and Colombia – and for Asian nationals; some are believed to be trafficking victims.

The Government of Venezuela does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government made some clear improvements in anti-trafficking activities during the reporting period, such as training officials and undertaking initiatives to raise public awareness. Unfortunately, these increased activities were not matched by progress in prosecutions of traffickers. The government should increase investigation and prosecution efforts against traffickers, continue educating the public, and provide victim assistance geared to the specific needs of trafficking victims.

Prosecution

The Government of Venezuela improved efforts to apprehend suspected traffickers throughout the year; however, there were no reports of prosecutions or convictions of traffickers for the fourth consecutive year. Article 16 of the Organic Law Against Organized Crime, passed in September 2005, makes transborder trafficking punishable with imprisonment for 10 to 18 years. Provisions of the 2004 Naturalization and Immigration Law could also be applied against transnational trafficking. These recent anti-trafficking laws do not address trafficking within the country. The Child Protection Act and various articles of the penal code could be used to prosecute internal trafficking, but many of these statutes carry low penalties. Laws against child trafficking provide for fines of one to 10 months' salary. Stipulated punishment for the prostitution or corruption of minors is as little as three months in jail; repeat offenders may face three to 18 months' imprisonment. In addition, laws against trafficking-related crimes generally were not enforced and some officials failed to distinguish the difference between traffickers and migrant smugglers. Authorities

investigated a number of cases of transnational crime, but only four cases were clear instances of trafficking for labor or sexual exploitation. Six suspects awaited prosecution for cases initiated in the current and previous reporting periods. There were no reports that government officials participated in or condoned human trafficking, but corruption among immigration, identification, customs, and border patrol officials was widespread and may have contributed to the small number of trafficking cases reported.

Protection

Venezuelan government services to assist trafficking victims remained inadequate during the reporting period. The government funded no NGO programs and operated no shelters designated specifically for trafficking victims. There were no witness protection or restitution programs to assist victims. Government shelters for battered women and at-risk children had limited space and inadequate services to meet trafficking victim needs. Government authorities did, however, negotiate the use of a government-owned building for an NGO working with trafficking victims. A domestic violence hotline operated by the National Institute for Women reportedly helped one trafficking victim seek assistance.

Prevention

The government significantly increased efforts to raise awareness and train officials as the reporting period progressed. In December 2005, the government launched a national campaign to educate the public about the dangers of trafficking using posters and radio and television spots. The government also increased public awareness about trafficking by hosting a hemispheric meeting on trafficking and encouraging in-depth media coverage of the event both in Venezuela and throughout the region. The Ministry of Interior and Justice's Crime Prevention Unit held 65 training sessions on identifying trafficking and illegal migration that reached 1,544 government officials in eight states. National toll-free crime line personnel received training for handling trafficking-related calls.

VIETNAM (TIER 2)

Vietnam is a source and destination country for men, women, and children trafficked for the purposes of sexual exploitation and forced labor. Vietnamese women and girls are trafficked to Cambodia, the P.R.C., Hong Kong, Macau, Malaysia, Taiwan, and the Czech Republic for sexual exploitation. State-owned labor export companies recruit and send workers abroad; some of these laborers have been known to suffer conditions of involuntary servitude or bonded or forced labor. Women from Vietnam are trafficked to Taiwan through fraudulent marriages for sexual exploitation and labor. Other Vietnamese women are recruited to travel to Singapore by offers of marriage to Singaporean men; after arrival they face coercion or pressure that makes them vulnerable to trafficking. Vietnam is a destination country for Cambodian children who are trafficked for the purpose of begging. There is also internal trafficking from rural to urban areas.

The Government of Vietnam does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Vietnam has not made sufficient efforts to combat trafficking, particularly the trafficking of Vietnamese women as brides to destinations in East Asia and the forced labor conditions of many Vietnamese workers sent abroad. Although the Vietnamese Government took steps to provide greater protection for Vietnamese

workers sent abroad by labor export companies, its oversight of labor export companies remained inadequate. Vietnam's revised labor code has not been effectively implemented to address cases involving overseas workers who have been subjected to conditions of involuntary servitude or forced or bonded labor. The Vietnamese Government also did not make sufficient efforts to address the growing problem of Vietnamese women who are lured by fraudulent offers of marriage to men in Taiwan, Singapore, and the P.R.C.; many of these Vietnamese brides may have been abused or trafficked. Government action should focus on stepping up efforts to investigate possible trafficking in the labor sector among overseas workers and increasing efforts to identify and protect Vietnamese brides who are potential trafficking victims. Comprehensive anti-trafficking legislation would greatly enhance Vietnam's anti-trafficking efforts.

Prosecution

In 2005, the government continued its anti-trafficking law enforcement efforts in cases of trafficking for sexual exploitation, but made minimal efforts to investigate cases of trafficking for labor exploitation. Vietnam has a statute that prohibits sexual exploitation and the trafficking of women and children, with penalties ranging up to twenty years in prison. Labor forms of trafficking, such as forced labor, are covered under the Vietnamese Penal Code. While the Vietnamese Government has a process by which it apparently monitors labor export companies, there have been no reported investigations or prosecutions of involuntary servitude or forced or bonded labor. Labor attaches in the nine top labor export receiving countries, assigned to look after the welfare of workers and to assist in resolving workplace disputes, rarely investigated complaints from workers who had suffered abuses that constitute involuntary servitude. Over the past year, the government's crime statistics office reported 182 prosecutions and 161 convictions specifically related to sex trafficking in women and children. While some local government officials reportedly profited from trafficking, there were no reported prosecutions of officials for complicity in trafficking.

Protection

The Vietnamese Government made increased efforts to provide protection to victims in 2005. The government allocated funding for a program to receive and provide initial support for women and child sex trafficking victims returning from overseas. Local governments often collaborate with NGOs to provide support to returned trafficking victims in the form of vocational training, farmland, or capital for micro-credit loans. Victims of trafficking for sexual exploitation in Vietnam are usually not detained, arrested or otherwise punished; some victims of involuntary servitude have been punished for breaking their contracts. Victims of trafficking for sexual exploitation are also encouraged to assist in the investigation and prosecution process. The government routinely sends women who engage in prostitution within the country to "rehabilitation" detention centers that provide medical treatment, vocational training, and counseling and seek to deter the women's return to prostitution. The government's rehabilitation efforts lack adequate financial resources and usually take place at the provincial and local levels. There were no formal efforts to protect victims of involuntary servitude or forced or bonded labor over the reporting period.

Prevention

The Vietnamese Government did not implement specific anti-trafficking awareness campaigns in 2005, but it continued to raise the issue of trafficking in combination with other information and education programs. The government's official anti-prostitution program underway since 2001 includes trafficking information and education campaigns. Vietnam's national action plan also tasks the Women's Union with education of the community on prevention of trafficking.

YEMEN (TIER 2)

Yemen is a source country for children trafficked internally for sexual exploitation and to Saudi Arabia for forced begging, unskilled labor, or street vending, as well as a possible destination country for Iraqi women trafficked for sexual exploitation. Children are often lured by family members or trusted adults with promises of well-paying jobs in Saudi Arabia or in the Yemeni cities of Aden and Sanaa. Estimates reflect that the age of children trafficked for forced begging ranges from seven to 16 years of age, with the majority being between 12 and 14 years old. The number of child victims of sex trafficking is believed to be in the low hundreds.

The Government of Yemen does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Yemen expanded upon progress made last year by continuing to train security forces, working with UNICEF and IOM to raise awareness of trafficking among parents of small children in rural and border areas, and establishing a database to collect information on child trafficking. Yemen should, however, take steps to prevent the incarceration and prosecution of child victims of sex trafficking. Yemen should improve measures to effectively screen prostitutes and women entering the country for signs of sex trafficking.

Prosecution

The Government of Yemen improved its efforts to prosecute child labor trafficking cases, but should do more to increase prosecutions of corrupt officials and traffickers of women and girls for sexual exploitation. In addition to an absence of prosecutions against sex traffickers, Yemen reportedly detains and prosecutes child victims of commercial sexual exploitation under its prostitution laws. Although Yemen lacks a specific anti-trafficking law, it uses other provisions of its criminal code to prosecute traffickers. This year, the government reported 19 convictions for child trafficking, up from two prosecutions last year, with 14 more investigations pending. Despite reports of corruption among low-ranking government representatives, Yemen has not prosecuted any officials for involvement in trafficking.

Protection

Yemen continued progress in protecting child trafficking victims, particularly those repatriated from Saudi Arabia. The government opened one fully operational reception center in the Harath region, providing victims with social services, limited medical care, and family reunification services. This center has received over 300 children in its first six months. The Ministry of Labor and Social Affairs also operated four additional, smaller reception centers in northern regions of the country. In addition, the Ministry of Interior runs 10 specialized “rooms” to house repatriated children. Over the last year, Yemen trained 51 government officials on shelter management and trafficking victim assistance with the help of UNICEF and IOM. The government, however, provides no protection to victims of sex trafficking and should improve its efforts to screen the girls and women it arrests and prosecutes for prostitution to determine if any of them are trafficking victims.

Prevention

With assistance from UNICEF and IOM, Yemen increased its trafficking prevention efforts over the last year. The government launched an information campaign to distribute printed materials, videos, and radio messages to educate parents and local leaders on the dangers of child trafficking. The Ministry of Human Rights also circulated information about a hotline it operates, particularly in areas where child

trafficking is prevalent. In addition, the government, with equipment provided by UNICEF, created a database for information collected on child trafficking at border crossings, resulting in monthly reports from the Ministry of Interior. Yemen also continued to require visas for Iraqis entering the country to prevent the trafficking of Iraqi women and girls and to identify potential victims.


ZAMBIA (TIER 2)

Zambia is a source and transit country for women and children trafficked for forced labor and sexual exploitation. Zambian children are internally trafficked for forced agricultural labor, domestic servitude, and sexual exploitation; some reportedly are trafficked to Europe for sexual exploitation. The country's estimated 1.2 million orphans are particularly susceptible to trafficking. Zambian women, lured by fraudulent employment or marriage offers, are trafficked to South Africa for prostitution. Zambia is a transit point for regional trafficking of women and children, particularly from the Democratic Republic of the Congo to South Africa.

The Government of Zambia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To further its efforts to combat trafficking, the government should take steps to draft and pass comprehensive anti-trafficking legislation, formalize a victim screening and referral process, and increase public awareness of human trafficking.

Prosecution

The Government of Zambia undertook significant efforts to combat trafficking through law enforcement action during the last year, but encountered difficulty prosecuting cases due to an inadequate legal framework, under-trained officials, and



**ALEGE PENTRU
BINELE TĂU**

alege să nu devii victimă a traficului de persoane

CHOOSE FOR YOUR OWN SAKE

Campanie de prevenire a traficului de persoane în rândul tinerilor din Turda și Câmpia Turzii realizată de Centrul Rațiu pentru Democrație în colaborare cu Inspectoratul de Poliție al Județului Cluj.

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invățare
cercetare
aplicare

lack of communication between law enforcement agencies. Zambia currently employs less than half the number of officers needed for adequate policing of the country; few of these have received any training on trafficking issues. In April 2005, shortly after receiving training from IOM, border officials intercepted a Congolese woman attempting to traffic 14 Congolese into Zimbabwe. The lack of specific laws prevented her prosecution on trafficking charges; she was fined and deported after being convicted of forgery and possessing forged documents. The case drew attention to weaknesses in existing laws, prompting Parliament to enact, in September, a stop-gap penal code amendment that provides tough penalties for any person that "sells or traffics a child or other person for any purpose or in any form." The amendment, however, does not define trafficking, limiting its utility. A plan was subsequently put in place for drafting comprehensive legislation. Prosecutors encountered setbacks with several other trafficking cases, including the prosecution of two Congolese accused of trafficking Zambian girls to Ireland. During the year, both defendants were granted bail; immigration services deported one without first consulting police and the other fled to Ireland. Through Interpol, the government is working with Irish officials to prosecute the man in Ireland and send the Zambian victims to Ireland to testify. There were no reported instances of public officials' complicity in trafficking during the reporting period.

Protection

The government's efforts to provide protection to victims of trafficking were extremely limited during the reporting period. The government cooperated with IOM and an NGO to shelter and repatriate 14 Congolese trafficking victims. Through its social welfare agencies, the government also provided limited counseling and shelter to small numbers of children in prostitution, and referred such victims to NGO service providers. There is no formal victim screening or referral process.

Prevention

While Zambia lacks a coordinated public awareness campaign, the government undertook increased efforts to prevent trafficking during the reporting period. Immigration officials at border posts distributed written information on trafficking to local communities. A government-owned radio station broadcast IOM public service announcements on trafficking. The inter-ministerial committee on trafficking met several times and laid out a counter-trafficking strategy that focuses on drafting a comprehensive law, conducting a baseline survey, and raising public awareness; the government is seeking donor funds to support these initiatives. In 2005, the government funded a program that removed from the streets 5,000 children vulnerable to trafficking and is providing them with rehabilitation assistance and reintegration into the community. It also funded a Ministry of Youth and Sports initiative that transformed two Zambia National Service camps into shelters that provided education and job skills training for 212 street children; graduates are provided with start-up capital or help securing employment.

ZIMBABWE (TIER 3)

Zimbabwe is a source, transit, and destination country for women and children trafficked for forced labor and sexual exploitation. Large, well-organized rings may be involved. Zimbabwean children may be trafficked internally for forced agricultural labor, domestic

servitude, and sexual exploitation. Trafficked women and girls are lured out of the country to South Africa, China, Egypt, and Zambia with false job or scholarship promises that result in domestic servitude or commercial sexual exploitation. There are reports of South African employers demanding sex from undocumented Zimbabwean workers under threat of deportation. Women and children from Malawi, Zambia, and the Democratic Republic of the Congo transit Zimbabwe en route to South Africa. Small numbers of South African girls are trafficked to Zimbabwe for domestic labor.

The Government of Zimbabwe does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government showed little political will to address Zimbabwe's trafficking problem during the last year. Although Zimbabwe demonstrated modest progress in the area of law enforcement, the government harassed an anti-trafficking NGO and placed a significant number of its citizens at risk for trafficking as a result of the mid-2005 "Operation Restore Order" urban destruction campaign. To further its anti-trafficking efforts, the government should advance comprehensive anti-trafficking legislation that allows for the thorough investigation and prosecution of foreign traffickers, launch a broad public awareness campaign, and take immediate steps to ensure that those made vulnerable to trafficking by "Operation Restore Order" do not become victims of exploitation.

Prosecution

Although Zimbabwe demonstrated modest law enforcement efforts over previous years, the government did not bring traffickers to justice. There is no specific anti-trafficking law; existing statutes prohibit forced labor and various forms of sexual exploitation. In 2005, IOM conducted training for 280 police, which was successfully utilized to identify trafficking cases and refer victims for assistance. During the period, the Victim Friendly Unit (VFU) of the Zimbabwe Republic Police actively investigated at least nine cases of suspected trafficking; 26 persons were positively identified as trafficking victims by the end of the reporting period. Victim Friendly Courts exist and would hear trafficking cases; however, there were no prosecutions in the identified cases. Prosecution of traffickers is constrained by an immigration requirement to deport foreigners within two weeks of arrest, leading to incomplete investigations and fines and deportations of suspected traffickers. There were no reported instances of public officials' complicity in trafficking during the reporting period.

Protection

Over the last year, the Zimbabwean Government collaborated with some NGOs to provide victim assistance; however, the government-controlled press verbally attacked one anti-trafficking NGO and police raided the NGO's offices and one of its shelters, harassing already traumatized victims. VFU and IOM officers jointly interviewed and referred victims to multiple NGOs for shelter, health care, counseling, and reintegration services. At least nine of the victims identified by police received these services and foreign victims were offered temporary residency while they received services and their cases were investigated. The Ministry of Public Service, Social Welfare, and Labor worked with an NGO to run a center to assist deported children to return to their homes, including counseling for victims of sexual exploitation. The Ministry assumed operation of three of eight related pilot projects that provide assistance to vulnerable minors. One district council hired a child protection officer, convened a protection committee, and conducted a small survey of the trafficking problem.

These positive steps on protection were, however, undermined when the government placed many of its citizens at increased risk for exploitation with its mid-2005 urban destruction campaign code-named “Operation Restore Order.” Tens of thousands of people remain homeless in the wake of the operation, which demolished ostensibly illegal homes and businesses. An estimated 223,000 children were affected and left vulnerable to trafficking.

Prevention

Human trafficking received increasing attention during the year, though efforts remain modest. For example, during a trip to the border, government ministers concluded that irregular migration was a national crisis after observing the volume of returnees from South Africa, many of whom related stories of being exploited during migration. Government-sponsored media outlets ran IOM's trafficking awareness messages. In addition, the government-sponsored media continued to print or air messages warning the public about prostitution and false employment scams that can lead to trafficking.





*Malaysian authorities
deported Indonesian
migrant workers, and
neglected to screen them
for signs of forced labor
or labor trafficking.*

SPECIAL CASES

THE BAHAMAS

The problem of trafficking in persons in The Bahamas is unmonitored and undocumented. The lack of reliable data at the present time makes it unclear whether a significant number of trafficking victims enter, transit, or depart from The Bahamas. Little government attention to the issue and the presence of large numbers of illegal migrants in the country raise concerns that there may be a significant number of trafficking victims in need of assistance.

Scope and Magnitude. The Bahamas may be a country of destination for men and women trafficked from other countries for the purpose of labor exploitation. Approximately 25 percent of the country's population consists of Haitian nationals, most of them in the country illegally. Haitian nationals are commonly employed as domestic workers, gardeners, construction workers, and agricultural laborers. According to the Grand Bahama Human Rights Committee, approximately 40,000-75,000 Haitians reside in The Bahamas. Of this number, only approximately 5,000 Haitians are registered migrant workers with 13,000 dependent family members. Undocumented Haitians continue to arrive in the country and could number as many as 50,000. Some local sources have stated that labor exploitation of Haitians may be widespread, with employers coercing undocumented migrants to work long hours for no pay or significantly below the minimum wage by withholding documents and threatening workers with arrest and deportation. Such workers could be subjected to conditions of involuntary servitude, a severe form of trafficking in persons. Some commercial sexual exploitation of minors has been identified in the country.

Government Efforts. The government has formed a Trafficking in Persons Commission and participates in public fora on trafficking issues, but does not recognize trafficking in persons as a serious problem in the country and has not made significant efforts to investigate trafficking of adults. The difference between alien smuggling and trafficking in persons is not widely appreciated in The Bahamas, including among government officials. While The Bahamas has a well-developed labor law, it contains no specific provisions addressing trafficking in persons and Bahamian law does not criminalize forced labor practices. Bahamian government officials recommend that any adult victims needing assistance contact the Department of Immigration. It is unlikely that illegal migrants, in the absence of any legal protections for adult victims, would report their exploitation to the same officials who are responsible for taking action against illegal migration.

On the other hand, the government has taken significant steps to protect children and raise public awareness to prevent abuse of children in child labor and commercial sexual exploitation. It has conducted multiple outreach campaigns, established a hotline for reporting child abuse, and improved efforts to enforce child labor prohibitions of the Employment Act of 2001. The government has also established a special police unit for missing and exploited children, developed a protocol for dealing with suspected child exploitation, and created a child abuse team to intervene in suspected exploitation or abuse cases.



BRUNEI

Brunei is not listed in the Report this year because information available is not of sufficient quantity or reliability to determine that there is a significant number of victims in the country. Nevertheless, there are indications that Brunei may have a trafficking problem.

Scope and Magnitude. Brunei is a destination for an unknown number of men trafficked for the purpose of forced labor and women trafficked for the purpose of sexual exploitation. Suspected trafficking likely occurs in the labor context, as foreign workers are recruited from Indonesia, the Philippines, Pakistan, India, and Bangladesh to work in domestic service and the construction and garment industries, but occasionally face exploitative conditions that may meet the definition of involuntary servitude—a severe form of trafficking.

Government Efforts. Brunei has specific anti-trafficking legislation that imposes severe penalties for traffickers and those abetting trafficking. Penalties under the 2004 Trafficking and Smuggling Persons Order carry sentences of up to 30 years' imprisonment. Brunei also has legislation designed to curb exploitation of foreign labor. Penalties for labor trafficking are weaker than penalties for trafficking for sexual exploitation, with sentences of up to three years' imprisonment. There were no prosecutions for trafficking for labor or sexual exploitation during the reporting period. Although abusive employers may face criminal and civil penalties, government mediation is most commonly used to resolve labor disputes, including those involving severe forms of trafficking. In 2005, the Government of Brunei brought charges against a major employer for failing to pay wages to foreign workers and mediated efforts to seek redress for the workers.

Brunei has limited capacity to protect foreign trafficking victims. There are no foreign NGOs in Brunei to assist trafficking victims, and victims are subject to prosecution for violations of

immigration and labor codes. The Government of Brunei will provide medical aid, shelter, and financial help to Bruneian nationals who are trafficking victims. However, there is no formal system of protection or benefits for foreign trafficking victims. In cases where the government considers a victim to be a material witness in the prosecution of traffickers, the police will provide temporary protection and shelter as necessary for prosecution. There are some protective measures for foreign workers, but they are not uniformly applied. Some foreign embassies provide protection services, including temporary shelter, for workers involved in labor disputes.

The Government of Brunei has not conducted public awareness programs on trafficking although it did conduct briefings for law enforcement officials on its anti-trafficking legislation. The government should increase measures to punish foreign traffickers within its borders and to implement uniform policies in prevention, protection, and prosecution.

HAITI

Haiti has been in transition since widespread violence and political instability led to the resignation of former president Jean-Bertrand Aristide in February 2004. An interim government, the Interim Government of Haiti (IGOH), was established in March 2004 with a mandate to organize presidential and legislative elections. Throughout the period, the IGOH struggled to address rampant crime and insecurity, and general political instability; elections, originally scheduled to take place in November 2005, were postponed until February 2006. The IGOH was inhibited from addressing the country's trafficking challenges by a significant lack of resources, the absence of an effective, well-trained or equipped national police force, and an almost completely dysfunctional judiciary system. Additionally, Haiti lacked a parliament and basic local government structures to enact and effectuate legislation, including anti-trafficking laws. Haiti is being placed among special cases for 2006 in recognition of its transitional status and the fact that an effective government must be put in place before Haiti can address its trafficking challenges. The following background and recommendations are provided to help guide officials of the new government.

Scope and Magnitude. Haiti is a source, transit, and destination country for men, women, and children trafficked for the purposes of sexual exploitation and forced labor. The majority of trafficking in Haiti involves poor mothers giving custody of their children to more affluent families in the hope that they will receive an education and economic opportunities. The practice, known as "restavek," is widespread and often involves sexual exploitation, physical abuse, and youths being subjected to conditions of involuntary servitude, a severe form of trafficking in persons. Haitian officials estimate between 90,000 to 120,000 children are "restaveks," while UNICEF and other international organizations estimate the numbers are significantly higher. There is also cross-border human trafficking between Haiti and the Dominican Republic. Women and girls are trafficked into Haiti for sexual exploitation; Haitians are trafficked to the Dominican Republic for forced labor. International organizations estimate that up to 3,000 Haitian children are trafficked to the Dominican Republic each year. Haiti is also source and transit country of illegal migration.

Areas for Improvement. Once in place, the new Haitian Government should work to strengthen the capacity of the Haitian National Police (HNP) and the Brigade for the Protection of Minors (BPM) to investigate and prosecute all crimes, including trafficking cases. The government should invest in its social welfare agencies (IBESR) to improve their ability to identify, refer, and provide services to

children working as “restaveks.” Additionally, the government should make strong efforts to improve its judiciary to allow for the effective prosecution and adjudication of trafficking cases; promote and support civil society organizations concerned with trafficking issues; and work with the Dominican Republic to improve security and aid potential trafficking victims along the border. Finally, Haiti should enact comprehensive anti-trafficking legislation that defines and penalizes the crime of trafficking in persons.

IRAQ

During the reporting period, because Iraq remained in a state of political transition and was challenged by terrorism and an insurgency, it is not ranked in this Report. Following elections for a transitional government in January 2005, Iraqis held two successful electoral events: the October 2005 constitutional referendum and the December 2005 parliamentary election. These events set the stage for the formation of a new government under a permanent constitution in 2006.

Scope and Magnitude. Iraq may be a source country for women and children trafficked to Syria, Yemen, Qatar, United Arab Emirates, Jordan, Turkey, and Iran for the purpose of sexual exploitation. Some Iraqi girls are also believed to be trafficked internally from rural areas to cities such as Kirkuk, Erbil, and Mosul for sexual exploitation. Iraq may also be a destination country for men trafficked from South and Southeast Asia for



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**What is
human trafficking?**

**What can
you do?**

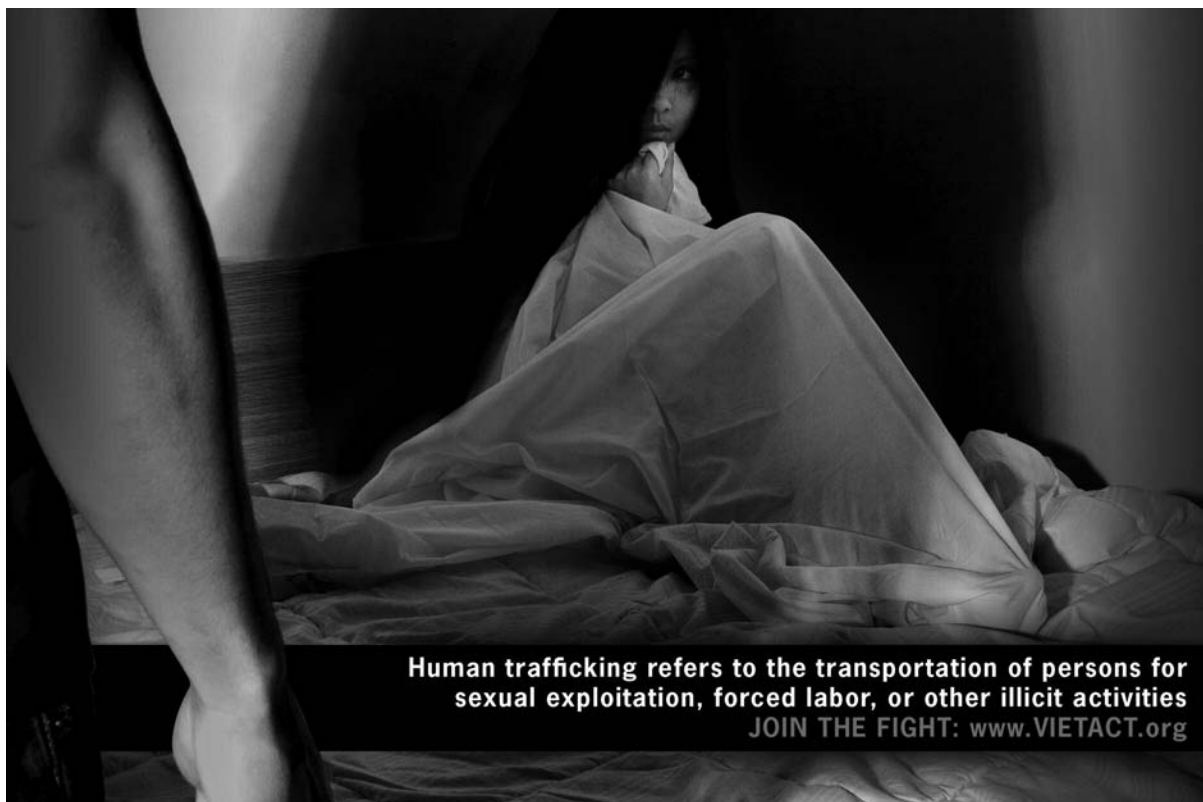


United Nations

involuntary servitude. These workers are sometimes offered fraudulent jobs in safe environments in Kuwait or Jordan. Some of these workers were reportedly coerced into involuntary servitude in Iraq, while others go to Iraq voluntarily but are still sometimes subjected to conditions of involuntary servitude after arrival. Although the governments of India, Pakistan, Sri Lanka, Thailand, and the Philippines have official bans prohibiting their nationals from working in Iraq, workers from these countries are reportedly coerced into positions in Iraq with threats of abandonment in Kuwait or Jordan, starvation, or force. Because of the special circumstances in Iraq, it is difficult to appropriately gauge the human trafficking situation in the country.

Government Efforts. The ongoing insurgency and terrorism severely handicapped the government's abilities to combat trafficking. The Iraqi Interim and Transitional Governments did not take action to prosecute or prevent trafficking or to protect victims. Anti-trafficking training originally comprised a section of the Basic Police Course, but it was later replaced with anti-insurgency instruction and has not yet been restored or otherwise incorporated into the training curriculum for new security officers. Iraqi police officers, however, received training in basic investigation skills and took some measures to investigate crimes against women.

Areas for Improvement. Once the Iraqi government is formed, Iraq should conduct anti-trafficking training programs for new police officers, prosecutors, and judges; prosecute trafficking cases; improve victim screening and services; and institute a public awareness campaign to warn at-risk populations of the dangers of trafficking. Iraq was neither able to report any prosecutions or convictions of trafficking offenses, nor provide evidence of investigations into this crime. The government, once formed, should also ensure that its police force, prosecutors, and judges are trained in identifying, investigating, and prosecuting trafficking cases. The government should also



Human trafficking refers to the transportation of persons for sexual exploitation, forced labor, or other illicit activities
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take measures to combat official corruption that reportedly facilitates trafficking of Iraqi women and should monitor recruitment agencies and contractors importing foreign workers to ensure that no workers are being forced to work in Iraq involuntarily.

LESOTHO

The existence of a significant trafficking in persons problem in Lesotho is suspected but unsubstantiated; there are concerns among organizations working with women and children that trafficking is unreported and unnoticed. Government officials lack awareness of what constitutes trafficking in persons, but have publicly acknowledged that it may be a problem in Lesotho. To combat trafficking, the government should consider drafting and enacting appropriate laws to prohibit all forms of human trafficking, as well as launching a public awareness campaign to educate all Basotho, but particularly women, children, and traditional leaders, on the nature and dangers of trafficking in persons.

Scope and Magnitude. Anecdotal but uncorroborated reports indicate that Lesotho may be a source and transit country for small numbers of men, women, and children trafficked for forced labor and sexual exploitation. Trafficking within Lesotho does not appear to be organized by rings or criminal syndicates, and some anecdotal information suggests trafficking may be practiced with the consent of the family, especially in the case of children. Basotho boys may be internally trafficked for use in cattle herding and street vending, while girls may be trafficked for cattle herding, domestic servitude, or commercial sexual exploitation. A 2005 UNICEF report refers to "madams" running child brothels in exchange for provision of food and shelter. After migrating to neighboring South Africa in search of work, some vulnerable Basotho women and girls may become victims of trafficking used for domestic labor or commercial sexual exploitation. There is also anecdotal evidence to suggest that Asian trafficking victims may transit through Lesotho on their way to South Africa, Europe, or the Americas.

Government Efforts. The absence of a law criminalizing trafficking limits the government's ability to address the problem. The government, however, is considering passage of the Child Protection and Welfare Bill that includes a statute prohibiting trafficking of persons under the age of 18. The traditional chieftain structure that has historically governed the country has not adapted well to handling modern offenses, such as trafficking in persons; the country's first local government elections, held in April 2005, are too recent to have developed a local structure capable of addressing complex trafficking issues. However, in August 2005, three men were sentenced to 15 years' imprisonment for kidnapping an eight-year-old girl, keeping her in slave-like conditions, and sexually abusing her for over a year. Police and immigration authorities screen for potential smuggling, kidnapping, or fraudulent documentation, but have had no training that would allow for the screening of trafficking victims.

Government officials are generally unaware of how to recognize victims of trafficking and, as such, do not provide specific assistance to them. Victims of abduction or kidnapping are provided with access to medical services and counseling, as well as transportation to home areas within the borders of Lesotho. The Ministry of Home Affairs and the police's Child and Gender Protection Unit (CGPU) cooperated with the local UNICEF office to address crimes against women and children, including the prostitution of children. The CPGU received training from UNICEF in interview

methods suitable for traumatized women and children and submitted regular reports on its work with these crime victims. The government's incremental implementation of tuition-free primary level education (through grade six in 2005) is expanding school enrollment and attendance; this, in turn, reduces the opportunities for child trafficking.

LIBERIA

Liberia is designated a Special Case because it was in political transition during the reporting period. The National Transitional Government of Liberia (NTGL), which lacked funding and trained personnel to adequately address trafficking, remained in office for 10 months of the reporting period. In January 2006, after more than two years of transitional rule and heavy UN oversight, a newly elected government began the process of rebuilding a country devastated by 14 years of civil conflict.

Scope and Magnitude. Liberia is a source, transit, and destination country for children trafficked for forced labor and sexual exploitation. Most trafficking occurs within the country, though some children are trafficked to Liberia from Sierra Leone, Guinea, and Cote d'Ivoire and from Liberia to Cote d'Ivoire, Guinea, The Gambia, and Nigeria. Children are trafficked for domestic servitude, sexual exploitation, agricultural labor, and street vending. There are reports that Liberian children are also trafficked to Cote d'Ivoire for use in combat. There are reports as well of some orphanages obtaining children through abduction or fraudulent means and exploiting those children in the commercial sex trade or for hawking in the street.

Government Efforts. Some members of the NTGL were closely allied with rebel groups involved in trafficking in persons during the war. Since it took office in 2003, the NTGL not only lacked resources, but also demonstrated insufficient will to combat trafficking. Nevertheless, in June 2005, the government passed a statute prohibiting all forms of trafficking. That law, however, provides a weak, one-year minimum sentence, gravely insufficient to deter trafficking crimes and reflect their heinous nature. After passage of the bill, the NTGL and the National Transitional Legislative Assembly participated in bi-monthly ad hoc anti-trafficking task force meetings chaired by an official at the Ministry of Labor. The NTGL also closed down a number of orphanages allegedly involved in child trafficking, though most of these cases appear to be fraudulent adoptions rather than trafficking. In addition, the NTGL established a Women's and Children's Protection Section of the police, designated to address trafficking. The government is currently investigating two trafficking cases and prosecuting one. A suspected trafficker was also prosecuted in 2005 under a kidnapping law, but was acquitted. There were no reported convictions during the reporting period. Fifteen police officers participated in child protection training provided by UNICEF. An additional 15 officers are taking part in a UN sponsored anti-trafficking training of trainers, but increased training of government officials is needed. A prosecutor lacking knowledge of the new trafficking law pursued a trafficker under a "crime facilitation" law. Although the government does not operate its own victim shelters, it is constructing a small short-term shelter in a police station. In addition, the Women's and Children's Protection Section signed an MOU with UNICEF to assist in protecting victims at a local NGO shelter.

Areas for Improvement. Liberia's post-conflict era is marked with significant challenges. As Liberia rebuilds, strengthening its democracy, national security and judicial system, the government should integrate into each of these large objectives strategies for combating trafficking in persons. In particular, the government should increase its penalties for trafficking, improve efforts to enforce its trafficking law, strengthen efforts to protect victims and better educate government officials and the public about trafficking.

SOMALIA

Somalia has been without a central government since 1991. Its geographic area is divided among the self-styled independent Republic of Somaliland, the semi-autonomous Puntland Administration, and the remainder of the country, which is without any recognizable administration or government. Despite the formation of a Transitional Federal Government (TFG) in October 2004, Somalia continues to be without a functioning central government. In May 2005, the TFG split into two main opposing factions, each rife with divisions. The two principal factions moved from Nairobi to Somalia in June, taking up residence in Mogadishu and Jowhar, respectively. Despite recent efforts to reunify the two sides, the TFG currently lacks the necessary means to identify, investigate, or address systematic issues in Somalia, including those related to trafficking in persons. The TFG's capacity to address human trafficking will not increase without tangible progress in reestablishing governance and stability in Somalia.

Scope and Magnitude. Information regarding trafficking in Somalia remains extremely difficult to obtain or verify; however, the Somali territory is known to be a source, transit, and possibly destination country for trafficked women and children. Ethiopian women may be trafficked to and through Somalia to the Middle East for forced labor or sexual exploitation. Armed militias reportedly traffic Somali women and children for sexual exploitation and forced labor. Some victims may be trafficked to the Middle East and Europe for forced labor or sexual exploitation. Trafficking networks are also reported to be involved in transporting child victims to South Africa for sexual exploitation.

Government Efforts. Individuals presenting themselves as political authorities within Somaliland and Puntland have expressed a commitment to address trafficking, but corruption and a lack of resources prevent the development of effective policies. Many of these individuals are known to condone human trafficking. In the absence of effective systems of revenue generation, as well as any legal means to collect resources and then distribute them for some common good, no resources are devoted to preventing trafficking or to victim protection across the majority of the Somali territory. Various forms of trafficking are prohibited under the most widespread interpretations of Shari'a and customary law, but there is neither unified policing in the territory to detect these practices, nor any authoritative legal system within which traffickers could be prosecuted. Self-styled government officials are not trained to identify or assist trafficking victims. NGOs work with internally displaced persons, some of whom may be trafficking victims.

SWAZILAND

The existence of a significant trafficking in persons problem in Swaziland is suspected but unsubstantiated by reliable reporting. Government officials lack awareness of what constitutes

trafficking in persons, but have publicly acknowledged that it may be a problem. To combat trafficking, the government should consider enacting appropriate laws to prohibit all forms of human trafficking, as well as launching a public awareness campaign to educate the general public on the nature and dangers of trafficking in persons.

Scope and Magnitude. Anecdotal and unconfirmed reports indicate that Swaziland may be a source country for small numbers of women and children trafficked for forced labor and sexual exploitation. Swaziland's 70,000 orphans may be particularly vulnerable to trafficking. Swazi girls may be trafficked for forced domestic servitude in the homes of wealthy families, as well as commercial sexual exploitation. Small numbers of boys may be trafficked for forced labor in agriculture and herding. Swazi women are reportedly forced into prostitution in South Africa, possibly after crossing the border in search of gainful employment.

Government Efforts. The absence of a law specifically criminalizing human trafficking limits the government's ability to address the problem. The Sexual Offenses and Domestic Violence Bill, which contains a section entitled "Human Trafficking for Sexual Exploitation," is scheduled to be reviewed by Parliament during 2006. Penalties for trafficking in the draft legislation include death if the victim is under 16 years of age or the trafficker belongs to a syndicate. Until the passage of this law, a number of existing legal statutes could be used to prosecute trafficking cases, including the Employment Law of 1980 which prohibits forced or compulsory labor, including by children; there were no known investigations or prosecutions of trafficking cases during the reporting period. Swaziland's borders with South Africa and Mozambique are porous and not effectively monitored, making undocumented border crossing prevalent, but hard to detect. Protecting children from abuse and exploitation is a government priority; the Police's Domestic Violence, Child Protection, and Sexual Offenses Unit collaborates with other law enforcement groups and NGOs on child protection issues, including combating the involvement of children in prostitution. Limited assistance and care is available to victims of crimes. Government officials have not received training on detecting or caring for trafficking victims. The government provided \$7.8 million for orphaned children to attend school in 2005. There were no government-run anti-trafficking campaigns during the reporting period.

TURKMENISTAN

Turkmenistan is not listed in the Report this year because available information is insufficient to substantiate a significant number of victims in the country.

Scope and Magnitude: Anecdotal reports suggest that Turkmenistan may be a source country for women trafficked to Turkey, Russia, China, Ukraine, Kazakhstan, Uzbekistan, Tajikistan, Kyrgyzstan, Pakistan, the United Kingdom, Czech Republic, Iran, Israel, and the United Arab Emirates for the purposes of sexual exploitation. Women may also be internally trafficked for purposes of sexual exploitation and involuntary servitude. There is anecdotal evidence that men living in rural areas may be trafficked to larger cities to work in the booming construction industry. According to IOM, there were eight confirmed victims of trafficking in 2005; five women were trafficked from Turkmenistan to Turkey for purposes of sexual exploitation. IOM reported three victims of internal trafficking, including one elderly woman who currently remains in involuntary servitude outside of Ashgabat.

Government Efforts: The Government of Turkmenistan does not publicly acknowledge trafficking as a problem. Government officials are not permitted to challenge the President's message that Turkmenistan is a country of prosperity and free of social ills. Corruption also remains a serious problem throughout society and within the government, although there is no proof that government officials are directly involved in human trafficking.

The Government of Turkmenistan does not monitor the trafficking situation within its borders, nor does it have a strategy to do so, although the government recently expressed limited interest in the issue, and engaged in trafficking-specific dialogues with international organizations and foreign governments. In December 2005, the State Service for Registration of Foreigners formally signed an agreement with IOM to help foster greater cooperation and assistance in combating trafficking. The agreement also called for the creation of information campaigns to raise awareness of trafficking, the publication of information about trafficking and migration issues, and further research into migration and trafficking issues. In September 2005, a court in Turkmenistan convicted a woman of trafficking a victim to Turkey for purposed of sexual exploitation. The trafficker received a prison sentence of seven years. This was the only verified trafficking-related case in 2005. IOM reported a separate case involving a victim who was internally trafficked for purposes of domestic servitude; the court refused to prosecute the trafficker because the victim did not have the necessary residential registration stamp in her passport. IOM believed that the victim remained in forced labor under the control of a relative of the trafficker at the time of this report. The government rejected an offer by the OSCE to hold training seminars for government officials sensitizing them to trafficking. There is currently one registered NGO in the country dealing with trafficking. The local authorities neither cooperate with nor hinder the NGO's activities.

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Conduit for Trafficking: An advertisement in a Taiwan publication selling Vietnamese brides for 180,000 New Taiwan dollars (equivalent to \$6,000). Also offered for only 20,000 NTs (equivalent to \$1,000) is a package tour to Vietnam, where a prospective "groom" can shop for a bride.



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STOPPING THE PRACTICE OF TRAFFICKING, SEXUAL EXPLOITATION, AND ABUSE BY INTERNATIONAL PEACEKEEPERS

In response to a Congressional mandate, the following section summarizes actions taken by some key international organizations to eliminate trafficking in persons (TIP) and sexual exploitation from their ranks. The vast majority of personnel performing peacekeeping missions conduct themselves honorably, but many cases of sexual exploitation have been documented. Young women and girls are left traumatized, infected with HIV/AIDS and other sexually transmitted diseases, or pregnant as a result.

International organizations and governments should uphold the highest standards of conduct for personnel involved in peacekeeping or humanitarian missions. Pursuant to Congressional mandate, following is a summary of how key international organizations are responding to this crisis of criminal irresponsibility and degradation.

UNITED NATIONS (UN)

The United Nations was forced to undertake drastic measures to overhaul its system of monitoring gross abuses by its military and civilian personnel in light of 150 allegations of sexual exploitation on the part of peacekeepers stationed in the Democratic Republic of Congo (known at the UN as MONUC). In October 2004, the UN Secretary General dispatched a team to MONUC headed by Jordan's Permanent Representative to the UN, Prince Zeid Ra'ad Al Hussein, to conduct an assessment of the magnitude of the problem among the 11,000 UN soldiers and 1,200 civilians serving there. In its internal report, the team concluded there was "zero compliance with zero tolerance," referring to the official policy of zero tolerance for sexual exploitation and abuse. The instances involved rape in some cases, and prostitution with children and adult women for money (between \$1-\$3), food, or jobs. After some peacekeepers raped girls, they tried to disguise it as prostitution by giving them money or food.

The team also concluded that there was little awareness of UN standards of conduct, inadequate recreational facilities for soldiers, and protracted periods of separation for personnel from their families and communities—factors that contribute to a climate of exploitation.

Policy

In response to a major scandal involving humanitarian personnel at a refugee camp in West Africa in 2002, the UN Secretary General issued a bulletin in 2003 entitled "Special measures for protection from sexual exploitation and abuse." In the bulletin, sexual exploitation and abuse are characterized as acts of serious misconduct and are grounds for disciplinary action, including dismissal. It prohibits sexual activity with children under 18 years of age and with any other beneficiaries of assistance; it prohibits use of money, employment, goods, or services in exchange for sexual favors. United Nations staff is obligated to report misconduct or suspicious activities. Heads of department, office, or mission are responsible for undertaking necessary prevention measures and taking action to address any allegations of misconduct. Evidence of misconduct can be forwarded to national authorities for



criminal prosecution. The UN can terminate any cooperative agreements with non-UN entities or individuals found to be violating this policy. The Secretary General's Special Advisor on Sexual Exploitation and Abuse by UN Peacekeeping Personnel, Prince Zeid, recommended this bulletin be part of the required standards of conduct for troops and that these standards be incorporated in Memoranda of Understanding between the United Nations and each troop-contributing country. In June 2005, the UN General Assembly broadened Prince Zeid's recommendation to make it applicable to all peacekeeping personnel.

Training

The UN's Department of Peacekeeping Operations (DPKO) has a basic training module covering sexual exploitation and abuse, the UN's zero-tolerance policy, individual responsibilities, and the consequences of sexual misconduct. The training is mandatory for all UN personnel and is provided upon arrival at mission. Last October, DPKO distributed the module to troop-contributing countries for use in pre-deployment training. DPKO is not able to certify whether countries are using this training module. Two additional training modules are in development for mid-level managers and senior officials, respectively. DPKO developed a code of conduct video that has been translated into 10 languages and was distributed to troop-contributing countries.

Discipline and Accountability

Since early 2004, the UN conducted investigations involving 296 personnel, resulting in the repatriation of 137 military personnel, including six military commanders, and the dismissal of 17 civilians and 16 police. Most of these cases occurred at UN missions in Africa. The UN is amending its staff regulations and contractual agreements to classify sexual exploitation and abuse as serious misconduct and to allow the Secretary General to discipline and dismiss personnel. The UN is revising performance appraisals of managers and commanders in light of these regulations. Military personnel assigned to international peacekeeping missions are also subject to disciplinary action by their governments. The UN's Office of Internal Oversight Services (OIOS) assumed the lead for investigating all sexual exploitation and abuse allegations.

DPKO has established conduct and discipline units at its headquarters and eight missions to prevent misconduct, to enforce the UN standards of conduct, and to coordinate with OIOS. DPKO is currently negotiating a draft model memorandum of understanding with troop-contributing countries that, among other provisions, lays out the responsibilities of the UN and the relevant countries with regard to preventing sexual exploitation and abuse, investigating cases of misconduct, disciplining personnel, and compensating victims. This document will probably take many months to finalize, considering 190 nations are involved, and considering the lengthy UN bureaucratic process.

Thus, it may take months or even years before an effective measure is put into practice. A group of legal experts appointed by the Secretary General has finalized its recommendations on how to ensure UN staff and experts on mission are not exempt from the consequences of criminal acts committed at their duty station, nor unjustly penalized. A new group of legal experts is being convened to determine whether the Secretary General's 2003 bulletin can bind troop contingent members prior to concluding the revised Memoranda of Understanding with troop-contributing countries. There is no victim compensation program, although the December 2005 draft of the model memorandum contains strong provisions on this issue. Rules do exist requiring UN staff to honor court orders for child support payments. However, we have no information demonstrating this has been implemented in sexual exploitation and abuse cases.

Follow-on Action

Prince Zeid's report and subsequent comments by the Secretary General have provoked many proposals to bolster the United Nations' control over sexual exploitation. The United States Government generally supports these measures and will work with the UN Secretariat, and within the Security Council, to implement recommendations that are effective and consistent with U.S. law and regulations. The following are the most promising, albeit difficult, proposals to implement:

- Set up a UN DPKO monitoring mechanism to certify that troop-contributing countries have completed pre-deployment training on the UN's zero-tolerance policy.
- Issue an annual report from the Secretary General to the Security Council on the status of investigations and disciplinary actions taken by the UN and the affected troop contributing countries.
- Finalize, without delay, a model memorandum of understanding between the UN and troop-contributing countries laying out the responsibilities of the UN and the troop-contributing countries to prevent trafficking, sexual exploitation, and abuse.
- Ensure OIOS investigators have the requisite skills, training, and experience to investigate sexual crimes, especially when the victims are children.
- Monitor, regularly, remote areas where peacekeepers are assigned to ensure compliance with the zero-tolerance policy.

All troop-contributing countries have a responsibility to undertake serious measures to prevent and punish any incidences of trafficking, sexual exploitation, and abuse by personnel regardless of whether prostitution is regulated or tolerated in the troop-contributing country. Such measures may include but are not limited to:

- ⊙ Reviewing national laws and regulations to allow nationals participating in international peacekeeping or humanitarian missions to be punished or court martialled for engaging in trafficking, prostitution, sexual exploitation, or abuse in a foreign country that has criminalized these activities.
- ⊙ Assigning national investigative officers or investigative entities to coordinate, as appropriate, with the OIOS on investigations involving its nationals.
- ⊙ Performing background checks of military and civilian personnel to ensure they do not have a prior criminal record.
- ⊙ Assessing military commanders or civilian managers' performance in creating a climate of responsibility among subordinates at peacekeeping or humanitarian missions. This is a key component in preventing abuses.
- ⊙ Increasing number of women military and civilian peacekeepers, including in management positions.
- ⊙ Conducting mandatory pre-deployment training on anti-trafficking, sexual exploitation, and abuse policies.
- ⊙ Providing decent welfare and recreation facilities for national contingents at the missions and promoting organized intramural activities for peacekeepers during off-duty hours. Some national contingents living in squalid conditions have limited recreation facilities.
- ⊙ Encouraging military leadership to collect and maintain DNA samples of military personnel prior to deployment to international peacekeeping missions in the event allegations of sexual misconduct are made against its personnel.
- ⊙ Providing compensation to victims, including child support payments.

NORTH ATLANTIC TREATY ORGANIZATION (NATO)

Policy

In June 2004, NATO member states and 19 partner nations adopted a Policy to Combat Trafficking in Persons. The provisions include a commitment for each country to: review its national legislation; ratify and implement the UN Convention Against Transnational Organized Crime and its supplementary protocol on trafficking in persons; conclude bilateral and

multilateral agreements to prevent and counter human trafficking; provide appropriate anti-trafficking training to all personnel taking part in NATO-led operations; support host country authorities in anti-trafficking investigations; incorporate contractual provisions prohibiting contractors from engaging in trafficking and impose penalties for failure to comply; and evaluate implementation of efforts as part of ongoing reviews. Since adoption of the policy, NATO's international military staff revised the Military Policy Guidance document to incorporate the policy's requirements on awareness and education. All NATO staff are bound by a special directive issued by NATO's Secretary General. Anti-trafficking directives will be included in all future NATO operational plans.

Allies continue to review the NATO policy to enhance it. Allies are considering designating a NATO Senior Coordinator for Combating Trafficking in Human Beings to work with member states and partner nations on effective implementation of NATO's zero-tolerance policy on human trafficking. Also, allies are examining how to ensure confidentiality for personnel or private citizens who report suspected incidences of trafficking, particularly within small missions.

Training

NATO has created three anti-trafficking awareness training modules for all troops, commanders, and military police personnel. These modules, available on-line, are based in part on the U.S. Department of Defense's training modules. In 2005, the NATO school and the NATO Defense College began incorporating anti-trafficking into its curriculum for both senior commanders and staff officers. The NATO missions in the Balkans provide induction training for all personnel on a regular basis. While member states and partners have made a commitment to provide training for personnel participating in NATO-led operations, it is not clear to what extent they are all providing regular pre-deployment training.

Discipline and Accountability

There are no known instances of NATO international forces or international military staff involved in facilitating human trafficking. Member states and partners are responsible for disciplining personnel. NATO international forces or international military staff are subject to disciplinary action including dismissal if they support or facilitate trafficking. NATO conducts periodic mission reviews of NATO-led operations and can use this channel to report trafficking related incidences. NATO does not have a victim compensation program.

ORGANIZATION FOR SECURITY AND COOPERATION IN EUROPE (OSCE)

Policy

The OSCE has policies to prevent personnel from engaging in human trafficking or sexual exploitation and abuse. The Code of Conduct for OSCE Officials addresses general conduct of mission members and is supplemented by a document titled "Staff Instruction 11" which specifically addresses preventing the promotion or facilitation of trafficking in persons. The staff instruction applies to all OSCE officials while on mission (including attending events in an official capacity).

¡La trata !

Somete a las personas a:

- **Prostitución forzada**
- **Explotación sexual**
- **Trabajos forzados**
- **Servidumbre**
- **Esclavitud**

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The OSCE instruction specifically states, “Officials are not permitted to patronize any establishments or have professional or personal relationships with individuals with connections to trafficking.” In December 2005, the OSCE Ministerial Council adopted a decision sponsored by the United States entitled “Ensuring the Highest Standards of Conduct and Accountability of Persons Serving on International Forces and Missions.” This decision focuses on the responsibility of OSCE member and partner states to take necessary measures to prevent trafficking, sexual exploitation, abuse, and forced labor by mission personnel, including investigating and punishing anyone who engages or facilitates these illicit activities. Reporting channels should ensure confidentiality of personnel or private citizens who report suspected incidences of trafficking.

Training

The OSCE has training modules on trafficking, staff instructions, and policies as part of its general orientation training. OSCE instructors also travel to field missions periodically to update training for mission members and to train locally-hired staff.

Discipline and Accountability

There are no known instances of OSCE personnel involved in the support or facilitation of human trafficking. OSCE officials and staff are subject to disciplinary action including dismissal if they are found to have supported or facilitated trafficking. Member states and partners are responsible for disciplining personnel assigned to the OSCE. Heads of Mission are obligated to take necessary measures to prevent involvement in trafficking by staff and to take any disciplinary action. Allegations of violations are to be reported to the OSCE Secretariat. OSCE does not have a victim compensation program.



人身取引は、外国人女性等を連れてきて
売春等を強要する国際的な組織犯罪です。

買春が人身取引を引き起こす要因と
なっています。

被害者が助けを求めてきたら
警察や入国管理局に連絡してください。



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A coordinated effort between the Japanese Government and NGOs, the poster reads: "Trafficking in persons (TIP) is a transnational organized crime, which forces foreign women into prostitution. Buying sex is a factor causing TIP. Please report to the police and the immigration bureaus whenever a victim of TIP has asked for help."

RELEVANT INTERNATIONAL CONVENTIONS*

Country	Protocol to Prevent, Suppress & Punish Trafficking in Persons		ILO Convention 182, Elimination of Worst Forms of Child Labor	Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography		Optional Protocol to the Convention on the Rights of the Child in Armed Conflict		ILO Convention 29, Forced Labour	ILO Convention 105, Abolition of Forced Labour
	Signature	Ratification, Accession (a)	Ratification	Signature	Ratification, Accession (a)	Signature	Ratification, Accession (a)	Ratification	Ratification
Afghanistan					X(a)		X(a)		X
Albania	X	X	X					X	X
Algeria	X	X	X					X	X
Angola			X		X(a)			X	X
Argentina	X	X	X	X	X	X	X	X	X
Armenia	X	X	X	X	X	X	X	X	X
Australia	X	X		X		X		X	X
Austria	X	X	X	X	X	X	X	X	X
Azerbaijan	X	X	X	X	X	X	X	X	X
Bahamas	X		X					X	X
Bahrain		X(a)	X		X(a)		X(a)	X	X
Bangladesh			X	X	X	X	X	X	X
Belarus	X	X	X		X(a)		X(a)	X	X
Belgium	X	X	X	X	X	X	X	X	X
Belize		X(a)	X	X	X	X	X	X	X
Benin	X	X	X	X	X	X	X	X	X
Bolivia	X		X	X	X		X(a)	X	X
Bosnia & Herzegovina	X	X	X	X	X	X	X	X	X
Brazil	X	X	X	X	X	X	X	X	X
Brunei									
Bulgaria		X	X	X	X	X	X	X	X
Burkina Faso	X	X	X	X		X		X	X
Burma		X(a)						X	
Burundi	X		X			X		X	X
Cambodia	X			X	X	X	X	X	X
Cameroon	X	X	X	X		X		X	X
Canada	X	X	X	X	X	X	X		X
Central African Rep.			X					X	X
Chad			X	X	X	X	X	X	X
Chile	X	X	X	X	X	X	X	X	X
China, People Rep.			X	X	X	X			
Colombia	X	X	X	X	X	X	X	X	X
Congo, Dem. Rep. of	X	X(a)	X		X(a)	X	X	X	X
Congo, Rep of	X		X					X	X
Costa Rica	X	X	X	X	X	X	X	X	X
Cote D'Ivoire			X					X	X
Croatia	X	X	X	X	X	X	X	X	X
Cuba				X	X	X		X	X
Cyprus	X	X	X	X				X	X
Czech Republic	X		X	X		X	X	X	X

RELEVANT INTERNATIONAL CONVENTIONS

Country	Protocol to Prevent, Suppress & Punish Trafficking in Persons		ILO Convention 182, Elimination of Worst Forms of Child Labor	Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography		Optional Protocol to the Convention on the Rights of the Child in Armed Conflict		ILO Convention 29, Forced Labour	ILO Convention 105, Abolition of Forced Labour
	Signature	Ratification, Accession (a)	Ratification	Signature	Ratification, Accession (a)	Signature	Ratification, Accession (a)	Ratification	Ratification
Denmark	X	X	X	X	X	X	X	X	X
Djibouti		X(a)	X					X	X
Dominican Republic	X		X			X		X	X
East Timor					X(a)		X(a)		
Ecuador	X	X	X	X	X	X	X	X	X
Egypt	X	X	X		X(a)			X	X
El Salvador	X	X	X	X	X	X	X	X	X
Equatorial Guinea	X	X	X		X(a)			X	X
Estonia	X	X	X	X	X	X		X	X
Ethiopia			X					X	X
Fiji			X	X		X		X	X
Finland	X		X	X		X	X	X	X
France	X	X	X	X	X	X	X	X	X
Gabon			X	X		X		X	X
Gambia, The	X	X	X	X		X		X	X
Georgia	X		X		X(a)			X	X
Germany	X		X	X		X	X	X	X
Ghana			X	X		X		X	X
Greece	X		X	X		X	X	X	X
Guatemala		X(a)	X	X	X	X	X	X	X
Guinea		X(a)	X					X	X
Guinea-Bissau	X			X		X		X	X
Guyana		X(a)	X					X	X
Haiti	X			X		X		X	X
Honduras			X		X(a)		X(a)	X	X
Hungary	X		X	X		X		X	X
India	X			X	X	X	X	X	X
Indonesia	X		X	X		X		X	X
Iran			X					X	X
Iraq			X					X	X
Ireland	X		X	X		X	X	X	X
Israel	X		X	X		X	X	X	X
Italy	X		X	X	X	X	X	X	X
Jamaica	X	X	X	X		X	X	X	X
Japan	X		X	X	X	X	X	X	
Jordan			X	X		X		X	X
Kazakhstan			X	X	X	X	X	X	X
Kenya		X(a)	X	X		X	X	X	X
Korea, Rep. Of	X		X	X	X	X	X		
Kuwait			X		X(a)		X(a)	X	X

RELEVANT INTERNATIONAL CONVENTIONS

Country	Protocol to Prevent, Suppress & Punish Trafficking in Persons		ILO Convention 182, Elimination of Worst Forms of Child Labor	Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography		Optional Protocol to the Convention on the Rights of the Child in Armed Conflict		ILO Convention 29, Forced Labour	ILO Convention 105, Abolition of Forced Labour
	Signature	Ratification, Accession (a)	Ratification	Signature	Ratification, Accession (a)	Signature	Ratification, Accession (a)	Ratification	Ratification
Kyrgyz Republic	X	X	X		X(a)		X(a)	X	X
Laos		X(a)	X					X	
Latvia	X	X		X	X	X	X		X
Lebanon	X	X	X	X	X	X		X	X
Lesotho	X	X	X	X	X	X	X	X	X
Liberia		X(a)	X	X		X		X	X
Libya	X	X	X		X(a)		X(a)	X	X
Lithuania	X	X	X		X(a)	X	X	X	X
Luxembourg	X		X	X		X	X	X	X
Macedonia, Rep. of	X	X	X	X	X	X	X	X	X
Madagascar	X	X	X	X	X	X	X	X	
Malawi		X(a)	X	X		X		X	X
Malaysia			X					X	
Mali	X	X	X		X(a)	X	X	X	X
Malta	X	X	X	X		X	X	X	X
Mauritania		X(a)	X					X	X
Mauritius		X(a)	X	X		X		X	X
Mexico	X	X	X	X	X	X	X	X	X
Moldova, Rep. Of	X	X	X	X		X	X	X	X
Mongolia			X	X	X	X	X	X	X
Morocco			X	X	X	X	X	X	X
Mozambique	X		X		X(a)		X(a)	X	X
Nepal			X	X	X	X		X	
Netherlands, The	X	X	X	X	X	X		X	X
New Zealand	X	X	X	X		X	X	X	X
Nicaragua		X(a)	X		X(a)		X(a)	X	X
Niger	X	X	X	X	X			X	X
Nigeria	X	X	X	X		X		X	X
North Korea									
Norway	X	X	X	X	X	X	X	X	X
Oman		X(a)	X		X(a)		X(a)	X	X
Pakistan			X	X		X		X	X
Panama	X	X	X	X	X	X	X	X	X
Paraguay	X	X	X	X	X	X	X	X	X
Peru	X	X	X	X	X	X	X	X	X
Philippines	X	X	X	X	X	X	X	X	X
Poland	X	X	X	X	X	X	X	X	X
Portugal	X	X	X	X	X	X	X	X	X
Qatar			X		X(a)		X(a)	X	

RELEVANT INTERNATIONAL CONVENTIONS

Country	Protocol to Prevent, Suppress & Punish Trafficking in Persons		ILO Convention 182, Elimination of Worst Forms of Child Labor	Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography		Optional Protocol to the Convention on the Rights of the Child in Armed Conflict		ILO Convention 29, Forced Labour	ILO Convention 105, Abolition of Forced Labour
	Signature	Ratification, Accession (a)	Ratification	Signature	Ratification, Accession (a)	Signature	Ratification, Accession (a)	Ratification	Ratification
Romania	X	X	X	X	X	X	X	X	X
Russia	X	X	X			X		X	X
Rwanda	X	X	X		X(a)		X(a)	X	X
Saudi Arabia	X		X					X	X
Senegal	X	X	X	X	X	X	X	X	X
Serbia & Montenegro	X	X	X	X	X	X	X	X	X
Sierra Leone	X			X	X	X	X	X	X
Singapore			X			X		X	
Slovak Republic	X	X	X	X	X	X		X	X
Slovenia	X	X	X	X	X	X	X	X	X
Somalia						X		X	X
South Africa	X	X	X		X(a)	X		X	X
Spain	X	X	X	X	X	X	X	X	X
Sri Lanka	X		X	X		X	X	X	X
Sudan			X		X(a)	X	X	X	X
Suriname				X		X		X	X
Swaziland	X		X					X	X
Sweden	X	X	X	X		X	X	X	X
Switzerland	X		X	X		X	X	X	X
Syria	X		X		X(a)		X(a)	X	X
Tajikistan		X(a)	X		X(a)		X(a)	X	X
Tanzania	X		X		X(a)		X(a)	X	X
Thailand	X		X		X(a)		X(a)	X	X
Togo	X		X	X	X	X	X	X	X
Tunisia	X	X	X	X	X	X	X	X	X
Turkey	X	X	X	X	X	X	X	X	X
Turkmenistan		X(a)			X(a)		X(a)	X	X
Uganda	X		X		X(a)		X(a)	X	X
Ukraine	X	X	X	X	X	X	X	X	X
United Arab Emirates			X					X	X
United Kingdom	X	X	X	X		X	X	X	X
United States	X	X	X	X	X	X	X		X
Uruguay	X	X	X	X	X	X	X	X	X
Uzbekistan	X							X	X
Venezuela	X	X	X	X	X	X	X	X	X
Vietnam			X	X	X	X	X		
Yemen			X		X(a)			X	X
Zambia		X(a)	X					X	X
Zimbabwe			X					X	X

*Ratification determined when State deposits ratification instruments at the international organization.

TRAFFICKING VICTIMS PROTECTION ACT — MINIMUM STANDARDS FOR THE ELIMINATION OF TRAFFICKING IN PERSONS

Trafficking Victims Protection Act of 2000, Div. A of Pub. L. No. 106-386, § 108, as amended.

(A) Minimum standards

For purposes of this chapter, the minimum standards for the elimination of trafficking applicable to the government of a country of origin, transit, or destination for a significant number of victims of severe forms of trafficking are the following:

- (1) The government of the country should prohibit severe forms of trafficking in persons and punish acts of such trafficking.
- (2) For the knowing commission of any act of sex trafficking involving force, fraud, coercion, or in which the victim of sex trafficking is a child incapable of giving meaningful consent, or of trafficking which includes rape or kidnapping or which causes a death, the government of the country should prescribe punishment commensurate with that for grave crimes, such as forcible sexual assault.
- (3) For the knowing commission of any act of a severe form of trafficking in persons, the government of the country should prescribe punishment that is sufficiently stringent to deter and that adequately reflects the heinous nature of the offense.
- (4) The government of the country should make serious and sustained efforts to eliminate severe forms of trafficking in persons.

(B) Criteria

In determinations under subsection (A)(4) of this section, the following factors should be considered as indicia of serious and sustained efforts to eliminate severe forms of trafficking in persons:

- (1) Whether the government of the country vigorously investigates and prosecutes acts of severe forms of trafficking in persons, and convicts and sentences persons responsible for such acts, that take place wholly or partly within the territory of the country. After reasonable requests from the Department of State for data regarding investigations, prosecutions, convictions, and sentences, a government, which does not provide such data, consistent with the capacity of such government to obtain such data, shall be presumed not to have vigorously investigated, prosecuted, convicted or sentenced such acts. During the periods prior to the annual report submitted on June 1, 2004, and on June 1, 2005, and the periods afterwards until September 30 of each such year, the Secretary of State may disregard the presumption contained in the preceding sentence if the government has provided some data to the Department of State regarding such acts and the Secretary has determined that the government is making a good faith effort to collect such data.
- (2) Whether the government of the country protects victims of severe forms of trafficking in persons and encourages their assistance in the investigation and prosecution of such trafficking, including provisions for legal alternatives to their removal to countries in which they would face retribution or hardship, and ensures that victims are not inappropriately incarcerated, fined, or otherwise penalized solely for unlawful acts as a direct result of being trafficked.

- (3) Whether the government of the country has adopted measures to prevent severe forms of trafficking in persons, such as measures to inform and educate the public, including potential victims, about the causes and consequences of severe forms of trafficking in persons, *measures to reduce the demand for commercial sex acts and for participation in international sex tourism by nationals of the country, measures to ensure that its nationals who are deployed abroad as part of a peacekeeping or other similar mission do not engage in or facilitate severe forms of trafficking in persons or exploit victims of such trafficking, and measures to prevent the use of forced labor or child labor in violation of international standards* (added in the reauthorization of the TVPRA of 2005, will become effective January 10, 2008).
- (4) Whether the government of the country cooperates with other governments in the investigation and prosecution of severe forms of trafficking in persons.
- (5) Whether the government of the country extradites persons charged with acts of severe forms of trafficking in persons on substantially the same terms and to substantially the same extent as persons charged with other serious crimes (or, to the extent such extradition would be inconsistent with the laws of such country or with international agreements to which the country is a party, whether the government is taking all appropriate measures to modify or replace such laws and treaties so as to permit such extradition).
- (6) Whether the government of the country monitors immigration and emigration patterns for evidence of severe forms of trafficking in persons and whether law enforcement agencies of the country respond to any such evidence in a manner that is consistent with the vigorous investigation and prosecution of acts of such trafficking, as well as with the protection of human rights of victims and the internationally recognized human right to leave any country, including one's own, and to return to one's own country.
- (7) Whether the government of the country vigorously investigates, prosecutes, convicts, and sentences public officials who participate in or facilitate severe forms of trafficking in persons, *including nationals of the country who are deployed abroad as part of a peacekeeping or other similar mission who engage in or facilitate severe forms of trafficking in persons or exploit victims of such trafficking* (added in the reauthorization of the TVPRA of 2005, will become effective January 10, 2008), and takes all appropriate measures against officials who condone such trafficking. After reasonable requests from the Department of State for data regarding such investigations, prosecutions, convictions, and sentences, a government which does not provide such data consistent with its resources shall be presumed not to have vigorously investigated, prosecuted, convicted, or sentenced such acts. During the periods prior to the annual report submitted on June 1, 2004, and on June 1, 2005, and the periods afterwards until September 30 of each such year, the Secretary of State may disregard the presumption contained in the preceding sentence if the government has provided some data to the Department of State regarding such acts and the Secretary has determined that the government is making a good faith effort to collect such data.
- (8) Whether the percentage of victims of severe forms of trafficking in the country that are non-citizens of such countries is insignificant.
- (9) Whether the government of the country, consistent with the capacity of such government, systematically monitors its efforts to satisfy the criteria described in paragraphs (1) through (8) and makes available publicly a periodic assessment of such efforts.
- (10) Whether the government of the country achieves appreciable progress in eliminating severe forms of trafficking when compared to the assessment in the previous year.

GLOSSARY OF ACRONYMS

NGO – non-governmental organization

IOM – International Organization for Migration

ILO – International Labor Organization

ILO-IPEC – International Labor Organization, International Program
on the Elimination of Child Labor

UN – United Nations

UNICEF – United Nations Children’s Fund

UNIFEM – United Nations Development Fund for Women

UNHCR – UN High Commissioner for Refugees

UNDP – UN Development Programme

ECPAT – End Child Prostitution, Child Pornography and Trafficking
of Children for Sexual Purposes

EU – European Union

OSCE – Organization for Security and Cooperation in Europe

ECOWAS – Economic Community of West African States

A CLOSING NOTE FROM THE DRAFTERS OF THE REPORT

Pursuing a Dream, and Finding a Nightmare

In this Report, we have focused more attention on the plight of low-skilled laborers from developing countries, particularly women working as domestics. Many of these laborers, pursuing a dream of giving their family a more secure and prosperous future, fall victim to conditions of servitude in developed destination countries, including the United States. As we join faith-based, labor, and human rights communities which have been advocating for justice on behalf of these victims, we are sometimes asked: Why is the U.S. government placing household help on the foreign policy agenda?

In America, most of us are descendants of immigrants, immigrants who came here pursuing the dream of a brighter future. The dream varies from the simple to the sophisticated, but it is always based on hope and trust in the offer of opportunities afar. Contract workers, especially in Asia, have modest aspirations but they are the most vulnerable, due to the lack of protection and their low economic status. Unscrupulous labor recruiters, “manpower” agencies, and employers who prey on the aspirations of these workers, have largely gone unpunished for too long.



Nour Miyati’s dream was simple: To provide a brighter future for her nine-year old daughter back in Indonesia. Working as a domestic for four years in a Middle Eastern state, she was treated fairly and was able to send money home to keep her daughter in school. But her luck ran out as a new employer, last year, confined her in his house, denied her pay, and tortured her. Injuries she suffered to her hands and feet resulted in gangrene that required the amputation of her fingers and toes. She is now unable to work, but she wants her story to be heard. This is the state of exploitative migrant labor practices in some countries today.

The 2006 TIP Report is dedicated to Nour Miyati and the many other foreign migrant workers who pursued dreams but found hell on earth. We pledge to give the voices of these victims of involuntary servitude the hearing they desperately need, through this Report and wherever governments can be held accountable for practices that foster modern-day slavery.

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U.S. Department of State, Office to Monitor and Combat Trafficking in Persons

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These children, living in an urban neighborhood in Monrovia, Liberia, are particularly vulnerable to the dangers of trafficking and child sex exploitation. Faith Consortium, a U.S. Government grantee, conducts public outreach to raise awareness in this community.

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